635/D-59A

STATEMENT FOR MANAGEMENT

GULF ISLANDS NATIONAL SEASHORE

RECOMMENDED: _____ DATE 6/6/91
Superintendent, Gulf Islands
National Seashore

APPROVED: _____ DATE 7/12/91
Regional Director, Southeast Region

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NATIONAL PARK SERVICE

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LOCATION

Gulf Islands National Seashore is situated along the northeastern coast of the Gulf of Mexico and includes a widely spaced chain of barrier islands extending nearly 150 miles along the coast. These include most of Santa Rosa Island and a portion of Perdido Key in Florida and East and West Ship, Horn and Petit Bois Islands in Mississippi. Also included are sections on the mainland at Davis Bayou in Ocean Springs, Mississippi and the Naval Live Oaks Area and the Pensacola Forts Area in Florida.

PURPOSE AND SIGNIFICANCE

Gulf Islands National Seashore was authorized by Congress in the Act of January 8, 1971 (P.L. 91-660, 84 Stat. 1967, 16 U.S.C. 459h). A general statement of purpose for the Seashore was included in Section 1 of the Act, which states:

"In order to preserve for public use and enjoyment certain areas possessing outstanding natural, historic, and recreational values, the Secretary of the Interior...may establish and administer the Gulf Islands National Seashore."

Other sections of the act set forth more specific requirements regarding the manner in which certain aspects of the overall mission are to be accomplished. These requirements are discussed in detail in the Legislative and Administrative Requirements portion of this Statement for Management.

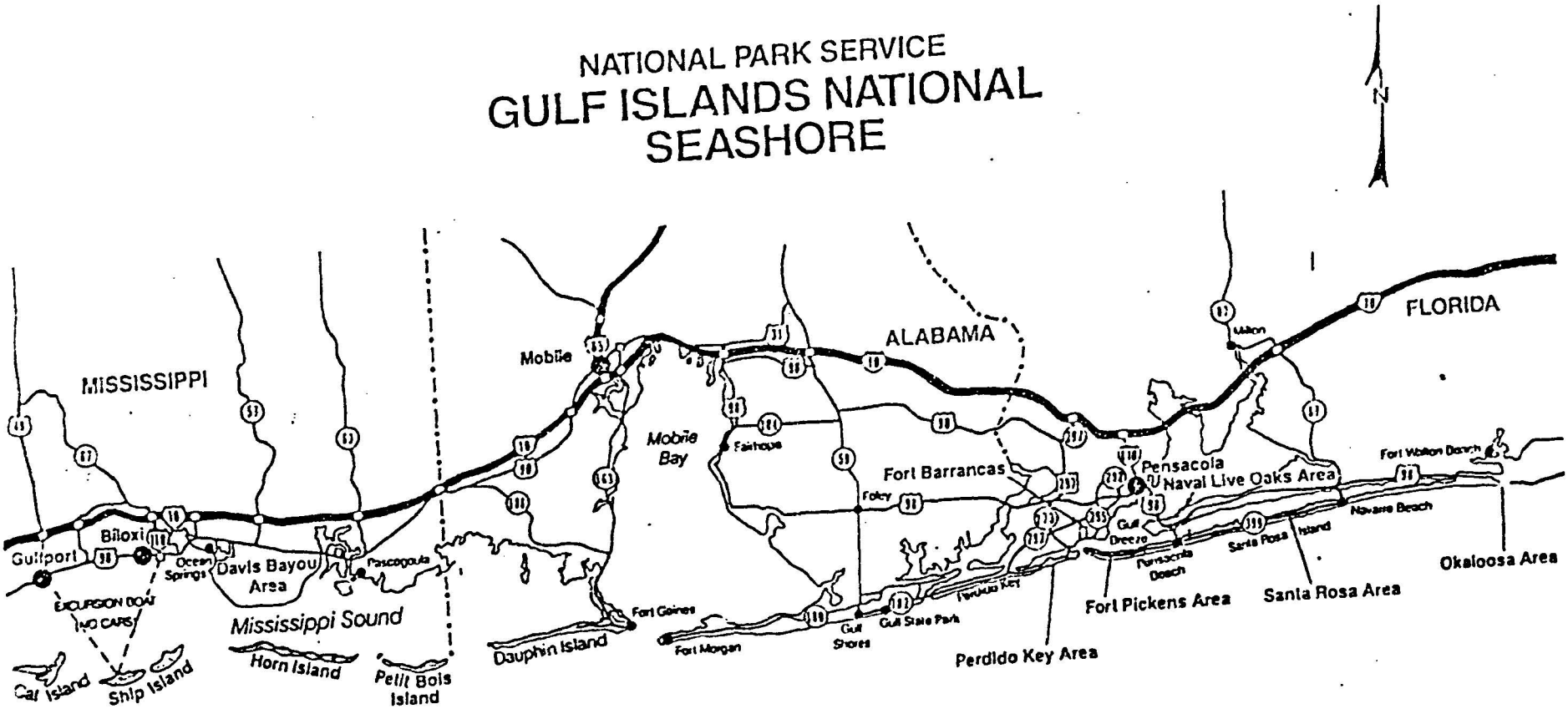
The significance of the Seashore lies in several areas. Firstly, it is located in an area of the Gulf Coast which is undergoing rapid development. This development reduces the amount of coastal land and other open space available for public use, while it increases the number of people who want to use this land. Thus, undeveloped land accessible to the public is becoming an increasingly valuable commodity.

Secondly, the natural resources of the Seashore are, in and of themselves, highly important. The beaches are known for their beauty, while the associated terrestrial communities are both interesting and complex. The water areas of the Seashore are also exceptional, and in conjunction with the salt marshes, bayous, and submerged grass beds play a crucial role in the ecology of this area. Of particular significance are the Mississippi islands, among the most pristine examples of intact coastal barrier ecosystem remaining.

Because of their diversity, national significance and specific mention in the legislation establishing Gulf Islands National Seashore, cultural resources are of greater concern at Gulf Islands than at other national seashores. These resources include prehistoric and historic archaeological sites and numerous examples of coastal defense structures which span more than two centuries of military activity along the Gulf Coast.

NATIONAL PARK SERVICE

GULF ISLANDS NATIONAL SEASHORE



INVENTORY AND ANALYSIS OF INFLUENCES

LEGISLATIVE AND ADMINISTRATIVE REQUIREMENTS

Overview

Legislation and Legislative History

A number of specific requirements for administering the Seashore were set out in the enabling legislation:

All areas of the Seashore are to be administered in accordance with the National Park Service Organic Act and all other general legislation pertaining to areas of the National Park System.

Fort Barrancas, the Advanced Redoubt, Bateria de San Antonio, Fort Pickens, the Perdido Key Historic District, and Fort Massachusetts are to be administered so as to recognize, preserve and interpret their national historical significance in accordance with the Historic Sites, Buildings, and Antiquities Act (49 Stat. 666, 16 U. S. C. 461-467).

Hunting and fishing shall be permitted on lands and waters within the Seashore in accordance with applicable Federal and State Laws except where or when prohibited by the Secretary for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment.

Existing gas and oil transmission easements and rights-of-way through the Seashore shall not be diminished, and the Secretary may permit additional rights-of-way or easements.

The authority of the U. S. Army Corps of Engineers, with respect to navigation or related matters, shall not be abridged by the establishment of the Seashore, except that beach erosion control and hurricane protection activities shall be planned jointly between the Corps and the Department of the Interior.

A twenty-four member Advisory Commission is established and serves for a period of ten years from the date the Seashore is established by (Secretarial Order July 13, 1984). The purpose of the Commission is to consult with the Secretary of the Interior with respect to matters relating to the development of the Gulf Islands National Seashore, and on matters relating to zoning within the Seashore.

Property owned by a State or any political subdivision, thereof, may be acquired only with the consent of the owners (and by donation).

Owners of improved residential property might retain a right of occupancy and use for periods of time and under conditions specified in the Act.

Areas within the Seashore were to be studied for wilderness suitability within four years, with recommendations made for wilderness designation of areas found suitable.

The original legislation authorized acquisition of not more than 135 acres of land outside the boundaries of the Seashore in the area of Biloxi-Gulfport, Mississippi. This land was to be used for an administrative site. This authorization was amended by P. L. 92-275 (April 20, 1972) to increase the authorized size of this site to 400 acres, thereby allowing acquisition, by donation, of the former Magnolia State Park at Ocean Springs, Mississippi. The authorized area of this site was increased to 1,000 acres by P. L. 95-625 (November 10, 1978) so that the Marsh Point area could be added to the Davis Bayou area. Although technically not boundary changes, these acreage increases are the only change in areas authorized for the Seashore since enactment of the original legislation.

The legislative history indicates that there was strong local support in the Pensacola area and in coastal Mississippi for establishment of the Seashore. At various times during the development and consideration of authorizing legislation, certain other land areas were proposed for inclusion in the Seashore. These included the Chandeleur Islands in Louisiana, Cat Island in Mississippi, and Ono Island and portions of Dauphin Island in Alabama. The western portion of Perdido Key, lying in both Alabama and Florida, was also deleted from the legislation as originally proposed.

The enabling legislation for the Seashore and subsequent amendments contained the following ceilings for land acquisition and development:

Public Law	Date	Land Acquisition	Development
91-660	Jan. 08, 1871	$ 3,120,000	14,779,000
92-275	Apr. 20, 1972	3,462,000	17,774,000
94-578	Oct. 21, 1976	22,162,000	17,774,000
95-628	Nov. 10, 1978	22,162,000	24,224,000

In addition to the statutory ceiling actions listed above, P.L. 95-628 also authorized the expenditure of an additional $300,000 for the acquisition of the Marsh Point area. The specific authorization, however, was not a general increase in the ceiling for Gulf Islands.

Wilderness

As directed in the authorizing legislation, a wilderness study for Gulf Islands was conducted. The preferred alternative named in the study called for inclusion of nearly all of Horn and Petit Bois Islands, Mississippi, in the wilderness area. No other areas were considered suitable for such status. The study recommendations were adopted by Congress in P. L. 95-625 (November 10, 1978), which established the Gulf Islands Wilderness. With the exception of a small administrative enclave on Horn Island, the legislation placed all federally owned lands on these islands in wilderness status with non-Federal lands designated as potential wilderness additions. The law provides for administrative designation, through a "Federal Register" notice, of these lands as wilderness upon their acquisition. The House of Representatives committee report on this bill, in recognition of support from conservation organizations for wilderness status for the water around these islands, directed that the submerged lands be administered as wilderness, insofar as possible, while Congress further

considered this matter. A further requirement in the committee report directed that routine administrative use of motorized equipment was not to be made and could occur only in emergency or very unusual situations.

Wilderness status for these two islands places significant constraints on possible development of these areas and lesser restrictions on National Park Service operations on the islands. In accordance with the requirements of the Wilderness Act, they will contain no facilities for the convenience of visitors and will be managed to maintain their primeval character. Administrative facilities will be limited to the ranger station and boat dock located in the enclave on Horn Island. Essential administrative activities will be carried out, to the fullest extent possible, without the use of motorized equipment within the wilderness.

Oil and Gas

In recent years, exploration for oil and gas in both land and offshore areas near the Seashore has been successful. Exploration and production are continuing in these areas based upon the success of initial attempts.

Concessions

Concession contracts have been executed to provide for the following services:

Boat transportation from the mainland to the islands of the Mississippi District. Commercial use licenses also authorize boat transportation to Horn and Petit Bois islands.

A campground convenience store at the Fort Pickens Campground. The sale of food, snacks and convenience items at facilities in the Santa Rosa, Perdido Key, and Fort Pickens areas in Florida and on West Ship Island in Mississippi.

A concessions outlet at the Okaloosa Unit providing the sale of pre-packaged food and beverages, souvenirs and sundry items, rental of beach equipment, sailboards, and instruction in sailboard and sailboat operations.

Cooperative Agreements

Gulf Islands National Seashore presently has nine Memorandums of Understanding as follows:

- (1) The Ocean Springs Art Association:

  Allows for the use of a section of the William M. Colmer Visitor Center at Davis Bayou for the purpose of displaying art work by the authorized members of the association. All art work on display must illustrate the natural, cultural or recreational themes of the Seashore.

- (2) The Veterans of Foreign Wars of the United States, Mark Seymour Post No. 5699:

  Allows for the use of a section of National Park Service property by the authorized members and their guests of VFW Post No. 5699 for the purpose of recreation.

- (3) The Gulf Breeze Volunteer Fire Department, Midway Volunteer Fire Department, Pensacola Beach Volunteer Fire Department, Navarre Volunteer Fire Department, Innerarity Point Volunteer Fire Department, and the Okaloosa Island Fire District:

  Provide assistance for structural fire prevention/suppression and the protection of life and property from fire on lands administered by Gulf Islands National Seashore.

- (4) The Ocean Springs Police Department:

  Provides the opportunity to work in harmony for the common purpose of better protecting life and property of the public they serve by cooperating in the use of trained personnel and equipment where unforeseen threats to human life and property within their respective jurisdictions arise.

Right-of-Way Agreements

Gulf Islands National Seashore presently has one Right-of-Way Agreement with the city of Gulf Breeze to allow for the construction and maintenance of a storm drain and water line along inside the northeastern boundary of the Naval Live Oaks Area.

Other Cooperative Activities

U. S. Fish and Wildlife Service - The habitats contained within Breton National Wildlife Refuge, 55 miles southeast of New Orleans, are important to Gulf Islands wildlife resources because this refuge provides wintering habitat for waterfowl, and breeding habitat for shore birds, gulls, and terns. Mississippi Sandhill Crane National Wildlife Refuge is also located near Davis Bayou.

Environmental Protection Agency - This agency conducts marine studies from laboratories on Little Sabine Island just off Santa Rosa Island, and at Pascagoula. Its operations provide a ready source of professional and technical personnel and data. The major topic for research is the water quality of the respective area.

United States Coast Guard - The Coast Guard has active stations in Florida and Mississippi that add a measure of safety for recreational boaters and interest for the visitor.

U. S. Army Corps of Engineers - Close cooperation with the Corps is essential because of the National Seashore's proximity to the Gulf Intercoastal Waterway and several major shipping channels. The Corps' responsibilities include plan studies, shore erosion studies, and channel maintenance in the Gulf waterways and harbors.

Air Force - The Combat Readiness Training Center of the Mississippi Air National Guard operates and maintains a small unmanned tracking instrument and associated facilities located on Horn Island. The purpose and intent of the agreement is to provide a means for improving the training of Air National Guard fighter pilots in fighter tactics and techniques in areas outside the Seashore. The Agreement contains a provision modifying military flight paths over the Mississippi Islands.

The city of Gulf Breeze and city of Ocean Springs - The city limits of Gulf Breeze include the Naval Live Oaks Area, and the city limits of Ocean Springs include the Davis Bayou Area.

Navy - Plans and programs of the Pensacola Naval Air Station have direct effects on ingress and egress to the forts that are located there.

Memorandum of Agreement, Historic Preservation

Gulf Islands National Seashore uses the "Programmatic Memorandum of Agreement Between the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers," August 1990, to comply with Section 106 of the 1966 National Historic Preservation Act.

Law Enforcement

Federal jurisdiction over law enforcement matters is mixed. In Florida, all areas, with the exception of the Pensacola Forts Area, are under concurrent jurisdiction, meaning that both the Federal government and the State have the power to deal with all degrees of crimes. Exclusive Federal jurisdiction has been retained for the Pensacola Forts Area since the surrounding Naval Air Station lands are held under the same jurisdiction. In Mississippi all lands and waters of the Seashore are under proprietorial jurisdiction. This means that the primary law enforcement jurisdiction rests with the State and its subdivisions. National Park Service law enforcement actions are generally limited to those situations covered by park regulations written to protect resources and provide for orderly use of the Seashore. Most serious crimes must be dealt with under applicable State law and by officers of State or local agencies.

Proprietary

Issues and Objectives

Legislative and Administrative Requirements

Unforeseen high costs set by the courts for lands on Petit Bois Island that were acquired through a declaration of taking have exhausted the statutory land acquisition ceiling for Gulf Islands. A number of tracts of land on Horn Island remain to be acquired, but action on these cannot proceed without an increase in the ceiling. Objective: Implement Land Protection Plan recommendations to acquire remaining privately owned tracts on Horn Island.

Lands on Santa Rosa Island with significant potential for public recreational use remain under Eglin Air Force Base administration, although Air Force use of much of the area appears to be light. The ability of the Seashore to provide recreational opportunities would be significantly enhanced if these lands could be transferred to the National Park Service. Objective: The legislative history indicates a short period of time for certain lands to be transferred from military ownership on Santa Rosa Island to the National Seashore and a longer time period for other lands on Santa Rosa Island. Those lands that were indicated as being of short term need for military activities should be sought for transfer to the National Seashore.

With regard to wilderness management, the status of the submerged lands around Horn and Petit Bois Islands remains unresolved. National Park Service management of these areas would be unlikely to change substantially should they be designated as wilderness or continue to be managed as per the 1978 Congressional directive. This is an issue which needs to be resolved to avoid uncertainties. Objective: Develop a Park position on whether the submerged lands are to be added to the Gulf Islands Wilderness and present recommendations. This could be through Congressional action or through Departmental notification to the appropriate committees that these submerged lands are being managed in the same manner as other submerged lands.

Increased interest in oil and gas exploration activities could have a direct impact on Seashore operations. In most cases, the government does not own the mineral rights to lands within the boundaries. This raises a significant potential for exploration, and possibly extraction activities on these lands. Objectives: Modify Land Protection Plan to address the mitigation of potential threats from non-secured mineral rights. Closely regulate oil and gas exploration and production proposals, to protect Seashore resources; however, they cannot be restricted to the point that access to valid non-Federal mineral rights is blocked.

Concurrent law enforcement jurisdiction was achieved for Seashore lands in Florida in 1986. However, lands in the Mississippi District remain under proprietorial status. This creates a situation in which Park Rangers cannot take direct action to deal with serious crimes and is a source of problems in efforts to protect visitors and their property, and in some cases, to protect park resources. On the Mississippi islands, in particular, the absence of an on-site presence by State or local agencies creates a potentially serious void in law enforcement coverage. Objective: Seek concurrent jurisdiction status for all Seashore lands and waters in Mississippi through a cession of jurisdiction by the State.

RESOURCES

Overview

Natural Resources

The barrier islands of Gulf Islands National Seashore are part of a series of coastal barrier islands managed by the National Park Service, and comprise a large portion of the undeveloped coastal barriers of Mississippi and northwest Florida. They are among the last surviving portions of a natural ecological continuum that once extended from Cape Cod to Mexico. Areas within the Seashore range from remote wilderness islands with limited visitation to readily accessible recreational beaches visited by several million people each year. The protected and undeveloped resources of the Seashore provide an enclave for the complex plant and animal communities, both terrestrial and aquatic, which characterize the northern Gulf Coast, and fully illustrate the natural processes which shape these unique areas.

Coastal Processes

The interface of land and sea expressed by coastal barriers causes them to be some of the most dynamic landforms found within the National Park System. The factors contributing to this natural dynamicism include wave action from longshore currents, short and long term fluctuations in sea level, storm events, and littoral drift. Man caused changes to landforms, vegetation, and hydrologic systems can have an equally profound effect on barrier island systems. The natural environment of Gulf Islands is dominated by the Gulf of Mexico and its associated coastal processes.

Storms

The Seashore is within a region affected by severe storms and hurricanes generated in the Gulf of Mexico and the Caribbean Sea. Analysis of past storm occurrence in this area suggests a damaging hurricane may occur about once in seven years. The peak of the hurricane season occurs during the months of August, September, and October.

Hurricane damage from a human standpoint can be tragic and devastating, as in the case of Hurricane Camille in 1969 and Hurricane Frederic in 1979. From a natural system standpoint, hurricanes are an integral part of barrier island ecology, affecting both landforms and the associated plant and animal communities. The relative lowness of the islands allows hurricane-pushed flood tides to wash over and inundate portions of the dunes and interior habitat with severe, but entirely natural, consequences. The channel which now separates the east and west portions of Ship Island was opened by the storm of 1969 and it appears that it will be many years before it will naturally close.

Littoral Drift

The littoral drift and associated currents are determined by the predominant southeasterly wind and current circulation in the northeastern part of the Gulf of Mexico. Littoral drift contributes to the erosion of the eastern ends and

accretion on the western tips of all of the islands. This generally westward transport of beach sediments, both on the northern and southern shores, results in a gradual movement of Seashore landforms to the west.

Two hundred years ago, Petit Bois Island formed part of Dauphin Island. It was cut off from Dauphin Island and has migrated westward, losing half of its length in the process. The western tip of Petit Bois today lies 8 to 8.7 miles west of its original position. During the 1860-1948 period, the western end of Ship Island moved 0.72 miles westward as a result of this accretion, and the west tip of Horn Island moved 2.5 miles. The land loss was equally significant on the eastern ends of the islands. Littoral drift and island migration play a highly significant role in the management of Gulf Islands.

Ship Channel Maintenance

Several continuing maintenance projects have considerable bearing on Seashore management. Within the Seashore there are four shipping channels which require periodic maintenance dredging, three in Mississippi and one in Florida. Viewed in the context of island dynamics and the natural westward migration of these islands, the maintenance of ship channels by the Corps is an issue with significant long term ramifications.

At present, West Ship, Horn, and Petit Bois islands in Mississippi and Santa Rosa island in Florida are being progressively truncated as they migrate into fixed location, maintained ship channels. This disruption of the natural accretion of sediments at the island's western tips is accompanied by the effective loss of these sediments to the littoral drift system. The flow of sediments is diminished, thereby speeding the rate of erosion on the eastern tips of islands "downstream". The selection of dredged material disposal sites is critical with respect to maintaining the natural littoral process.

The Corps is currently studying dredged material disposal in the Mississippi Sound and adjacent areas. The primary purpose of this study is to develop a regional dredged material disposal plan, and is examining the issue of island migration and other related water resource issues. All dredged material disposal in the Pensacola Bay area is conducted under the guidelines established by the Florida Coastal Management Program and a regional Environmental Impact Statement.

Several areas within the Seashore have, and will continue to require special attention. Significant changes in ship channel maintenance practices are currently being implemented by the Corps of for the Gulfport and Pensacola channels. The Gulfport project involves deepening and widening, and realignment of the ship channel adjacent to the west tip of West Ship Island. The on-going Homeport Project for the Pensacola Naval Air Station has included a major dredging project to deepen and widen the Pensacola Pass ship channel. Additional Homeporting plans for Pascagoula, Mississippi may also involve future modifications to the channel at Horn Island Pass. The Seashore is working closely with the Corps and other agencies to insure the continued preservation of the barrier island system.

Beach Nourishment

Artificial beach nourishment using dredge spoil has been, and will continue to be utilized at Gulf Islands as a management tool. Nourishment projects have been conducted at Fort Massachusetts on West Ship Island and on the eastern portion of Perdido Key. A natural cycle of shoreline erosion which is threatening historic resources has necessitated the cyclic nourishment project on West Ship Island. The Perdido Key project (1989-1990) utilized beach nourishment as mitigation for the accelerated rates of erosion caused by channel maintenance projects in Pensacola pass. A comprehensive analysis of nourishment effects on the natural communities of Perdido Key has been initiated. The five-year monitoring program is designed to evaluate the viability of beach nourishment as an acceptable, recurring mitigation practice.

Dunes

One of the more fragile resources of the Seashore are the dunes. The dune systems of coastal barriers are its most basic element, and provide the first line buffer against shoreline erosion. Preservation of natural dune systems is critical to maintaining the geomorphological integrity of these islands. Most of the present damage to dunes within the Seashore is caused by visitors crossing to and from the beaches. Dune "blow outs" eventually form from this activity, increasing the possibility of breaches in the dune line during storm events. In Mississippi and Florida, elevated boardwalks have been constructed over dunes and trails to prevent erosion by foot traffic in the high use areas of West Ship and Santa Rosa Islands, and Fort Pickens.

Flora

Within the National Seashore there are four major plant associations, three terrestrial and one aquatic, typical of coastal areas along the northern Gulf of Mexico. By far the most common is the association of plant communities found on the barrier islands. Mainland units within the Seashore account for the two additional terrestrial associations, and aquatic vegetation is found scattered throughout the shallow waters of Mississippi and Santa Rosa Sounds. Extensive wetlands are found within all areas of the Seashore and account for approximately 10% of all land above the mean low water mark. Primarily saltmarsh, these are areas of extremely high basic productivity and are critical habitat for a variety of animals.

The plant communities found on the Seashore's barrier islands are, perhaps, the most interesting in terms of adaptation and significance. Subjected to environmental extremes, the island flora is in a near continuous state of transition. Of particular importance are the dune related species. Plants such as sea oats, panic grass, sea rocket, and beach elder are critical to the growth and stabilization of dune systems. The barrier island association consists of five major communities: beach/dune, high marsh/meadow, relic dune, forest, and low marsh.

Several distinct forest communities characterize the mainland units of Gulf Islands National Seashore. Within the Davis Bayou area are found examples of pine/palmetto flatwood, mixed pine/hardwood, and upland and lowland hardwood

forests. Some of the more notable species include: loblolly pine, live oak, southern magnolia, turkey oak, sweet gum, and cypress. The Naval Live Oaks and Pensacola Forts Areas of Florida are characterized by live oak hammocks, sand pine, scrub oak thickets, long leaf and slash pine, and lowland hardwoods. Seven different community types are recognized and are collectively termed mixed coastal forest.

Isolated patches of submerged vegetation are found throughout Seashore waters wherever bottom conditions and light penetration provide suitable habitat. Fragile in nature, aquatic plant communities are easily disrupted by human activities such as dredging and fisheries trawling. Although these communities make up only a small percentage of the total submerged lands within the Seashore, high primary productivity and the protective cover they provide enhances their significance to marine species.

Fauna

The protected lands of the Seashore support a wide variety of vertebrate and invertebrate fauna, many in numbers not found outside of Park boundaries. The faunal community includes the numerous permanent resident species, as well as many present only on a seasonal or transitory basis. The diverse assortment of marine and terrestrial species provides examples of nearly every major taxonomic group. The isolated nature of the barrier islands provides a unique opportunity for the appreciation and study of populations and dynamics in undisturbed condition.

More than 200 species of fish have been reported in the waters around and on the barrier islands. Reptiles in the National Seashore include snakes, turtles, lizards, and the American Alligator. More than 250 species of birds have been reported within the Seashore many of which breed within the boundaries as well. Marine mammals are common in Seashore waters and, along with sea turtles, are fully protected by Federal Law. Terrestrial mammals include the river otter, fox, bobcat, raccoon, rabbits, bats, and numerous rodents. In terms of both numbers and diversity, invertebrate species dominate the faunal community of Gulf Islands. Both aquatic and terrestrial forms occur in abundance and include arthropods molluscs, echinoderms, and crustaceans.

Endangered Species

Several plant and animal species listed by the Fish and Wildlife Service as threatened or endangered are found as permanent residents within the National Seashore. A number of additional species are considered seasonal residents or possible transients. A complete listing of these species is found in Appendix A. The National Park Service is committed to the protection and preservation of endangered species, and receives primary guidance in endangered species matters from the Fish and Wildlife Service. Gulf Islands is currently involved in several endangered species re-introduction projects in cooperation with the Fish and Wildlife Service.

The Perdido Key Beach mouse was eliminated from the Seashore by Hurricane Frederic in 1979, with only a small population remaining outside Park boundaries on Perdido Key. In 1986, a translocation project was initiated to re-establish

a viable beach mouse population within the Seashore. At present, the introduced population is growing and expanding its range to include all the suitable habitat within Seashore boundaries. Long term studies will continue to monitor the status of this species.

A program to re-introduce the Bald Eagle to the Gulf Coast was initiated in 1986 with the release of four fledglings on Horn Island. Efforts continued in 1987, 1988, and 1989 bringing the total number of Eagles released to forty three. As these birds reach maturity, it is expected that they will return to the Gulf Coast area and breed, thus reestablishing an extirpated population.

In cooperation with the Fish and Wildlife Service, the Seashore is participating in the recovery of the endangered Red Wolf. The five-year project involves the temporary placement of red wolves on Horn Island for the purpose of producing wild reared stock for reintroduction projects in other parts of the country. The first breeding cycle in 1989 produced seven pups. Conjunctive research has been initiated to study the effects of the introduced predators upon the small mammal populations of Horn Island.

Exotic Species

The most noted species of exotic plants within the Seashore are mimosa, oleander, chinaberry and various non-native grass species in the Florida District, and palms and azaleas in the Mississippi District. Other exotic species inhabit isolated developed locations but are not spreading significantly, nor posing a threat to native plants. Bermuda grass should be maintained as a historically accurate exotic on the historic structures as an appropriate cover to prevent erosion.

There are six species of exotic animals found within the Seashore: feral dogs and cats, nutria, rabbits, hogs, and black rats. The feral cats and dogs, primarily found in mainland units, are currently controlled by live capture and removal to nearby animal shelters. These animals are potential rabies vectors and may also replace endemic predators. Nutria have become established throughout the Seashore and are altering the natural ecology of the islands. The nutria diet consists of primarily aquatic vegetation although a significant amount of grazing and rooting does occur within all vegetative communities. Vegetation destruction is especially evident on the Mississippi islands where Eastern Cottontail rabbits have been introduced. Research has shown that rabbits are having a significant impact upon natural vegetative processes. Black rats are found in association with certain developed and high use visitor areas but are not believed to be impacting natural features. Control measures are periodically effected for public and safety reasons.

Pest Control

In Florida there is termite control in historic structures and fire ants are controlled in the high visitor use areas. Government housing and administrative offices are sprayed for household pests.

In Mississippi, pest control programs consist of spraying for mosquitoes in Fort Massachusetts during heavy visitor use and for household pests in government

housing and administration buildings throughout the year. Control of fire ants in high use visitor areas such as the campground and picnic areas occasionally becomes necessary.

Water Resources

Water quality is a major concern in Northwest Florida. Effort is being made to improve the quality through environmental regulation of industrial and nonpoint source pollutants and increased sewage treatment. An active 208 and 201 areawide waste treatment management plan is being implemented. Water quality is also an active concern in coastal Mississippi. Recent improvements to sewage treatment facilities in the Ocean Springs community have significantly improved water quality in the Davis Bayou Area. In general, the quality of surface water within the Seashore is good.

With the anticipated continuation of development and population increase throughout the Gulf Coast region, the quality and availability of groundwater resources will be an active issue in Park management. Within many areas of the Seashore, excessive removal of groundwater in adjacent areas for public utility could lead to a lowering of the water table and salt water intrusion of shallow aquifers. Both possibilities would have a dramatic impact upon park resources.

Marine Waste

The problem of marine litter and waste is becoming an increasingly significant issue within the Seashore. Beyond esthetic considerations, marine pollution poses a real hazard for a variety of animals, including several endangered species. Research has shown the primary sources of marine waste to be commercial fishing operations, offshore mineral development, and recreational activities.

Air Quality

In general, the Seashore experiences good air quality as a result of its coastal location and prevailing wind patterns. However, occasional periods of degradation occur when either prevailing winds direct pollutants from the heavily industrialized and populated areas of Mobile and New Orleans or weather conditions create air stagnation. In 1990, the Pensacola Area for the first time exceeded National Ambient Air Quality Standards for ozone.

Fire

The National Park Service recognizes the significance of fire in the perpetuation of natural systems. All current knowledge indicates that within the ecotypes encompassed by Gulf Islands, fire has played a significant role in shaping and maintaining the biota. At present, the Seashore is making the transition from a management program of full suppression to one which incorporates prescribed natural fire in appropriate areas.

Issues and Objectives

Natural Resources

Significant tracts of land within the authorized boundaries of Gulf Islands National Seashore remain under the ownership of private parties, other Federal agencies, and the State of Florida. To date, no land use conflicts have arisen which jeopardize park resources or values, but this remains a potential problem. Objective: Implement Land Protection Plan recommendations for completing acquisitions and exchanges to clarify boundaries.

Adequate baseline information about the Seashore's natural resources is not currently available to Park managers. The deficiency of accurate and up to date resource inventories, baseline scientific data, and assessments of condition and threats present serious impediment to sound decision making. Objectives: Determine the Seashore's inventory and assessment needs and establish methodology for program management. Develop and implement programs for information management, including geographic information system themes, computerized databases, reference bibliography, and natural history collections. Complete on-going inventory and assessment research and initiate additional projects as necessary.

The natural processes which affect island geomorphology and migration, vegetative succession, and animal populations and dynamics are often subtle and, in general, poorly understood. Man induced changes to the natural environment, both internal and external, can also have a profound impact upon the natural environment and evolution of the Seashore. Adequate knowledge concerning natural processes and the ability to detect unnatural change is critical for the long term management and preservation of Gulf Islands. Objectives: Evaluate the key processes and parameters influencing the Seashore's natural environment and determine monitoring needs. Continue research to characterize indicator species and develop long term monitoring programs. Establish protocol for review and interpretation of monitoring results.

Ship channel maintenance involves actions which can have a significant impact on natural coastal processes. The expansion of port facilities and modifications to the channels and maintenance practices at Pensacola, Gulfport, and Pascagoula will affect several areas within the Seashore. The utilization of dredged materials for periodic shoreline renourishment has been used for cultural resource preservation at West Ship Island, and for mitigation of shoreline erosion at Perdido Key. Objectives: Maintain liaison with the Corps for information exchange, scoping, and review of proposed activities. Continue long term programs to monitor the geomorphological, oceanographic, chemical, and biological parameters associated with coastal processes and beach nourishment. Formulate mitigation strategies to address current and anticipated conditions. projects within the National Seashore and develop a compendium of all relevant information.

Pursuant to the Endangered Species Act, the National Seashore is directed to identify and promote the conservation of all federally listed threatened, endangered, or candidate species. The Seashore provides critical habitat for several listed species, and lies within the potential range of numerous others.

Objectives: Formulate protocol for review of endangered species programs and proposals. Develop information and educational programs to enhance public awareness of endangered species issues. Continue on-going projects and evaluate additional needs.

Exotic plant and animal species have become established within the boundaries of the National Seashore. The impact of these species on the natural environment is not yet completely understood although some initial work has been accomplished. Objectives: Complete baseline research on exotic species ecology and impacts. Develop an action plan for monitoring and mitigation programs.

The role of insect communities in natural systems is both complex and critical to environmental health. The natural environment of Gulf Islands provides favorable conditions for a diverse and sometimes prolific insect population. Under certain conditions the populations of select species can reach levels where park operations and visitation are impacted. Objectives: Initiate research on the ecology, distribution and abundance, and impacts of the Seashore's insect populations. Develop and implement an integrated pest management plan for the Seashore's developed areas.

The natural environment of Gulf islands is dominated by the Gulf of Mexico and its associated coastal waters. Maintaining present standards of water quality, both surface and groundwater, is essential for the long term health and integrity of park resources. Objectives: Complete an analysis of water rights, and evaluate existing surface and ground water baseline information. Develop a water resources management strategy.

Increasingly large amounts of marine waste and litter impact the National Seashore, marring the esthetic quality and threatening animal species. Objectives: Continue participation in the five year National Marine Fisheries Service marine debris monitoring program. Develop plans for mitigation of marine debris, including hazardous materials disposal and disposition of grounded ships and dredge pipes. Continue efforts to improve public awareness through interpretive programs and participation in State Projects such as the Adopt A Beach program.

Within the National Seashore, fire has been eliminated as a component of the natural processes which shape the environment. Several areas on the mainland have experienced a buildup of natural fuel levels to the point where resources, and development on adjacent lands, are in jeopardy. Exclusion of fire from the wilderness areas within the Seashore may be having an adverse impact on those resources. Objectives: Develop a fire management plan in accordance with National Park Service guidelines. Provide for the use of prescribed natural fire within wilderness areas. Continue program of mechanical fuel reduction for mainland areas of high wildfire threat.

Minerals development, in particular offshore oil and gas, is increasing in scope and magnitude on lands adjacent to the National Seashore. The ramifications of these activities include the potential for serious impacts to National resources and values. The lack of mineral rights ownership on lands within Seashore boundaries presents additional concern. Objectives: Maintain currency with minerals related activities on adjacent lands and participate in regional

planning efforts. Develop a minerals management plan, to include minerals ownership, rights of way, oil spill contingency planning, and monitoring programs. Begin baseline research of water quality, inventory and characterization of indicator species, and development of a geographic information system theme.

Gulf Islands is one of the most heavily visited units of the National Park System. Regional demographic trends seem to indicate that a continued growth in Seashore utilization is likely. With this anticipated increase in visitor use comes a greater potential for derogation of the natural resources and values. Objectives: Devise strategies to identify, evaluate, and mitigate both current and potential visitor use impacts to the Seashore's natural resources. Develop management plans to address consumptive activities presently allowed within the Seashore. Initiate public education and interpretation of impacts of public use on natural resources.

The wilderness status of Horn and Petit Bois Islands mandates an increased level of protection, and places restrictions on administrative practices within those areas. Anticipated future increases in visitation may necessitate changes in management to ensure perpetuation of wilderness values. Objectives: Determine appropriate uses of the Gulf Islands Wilderness and develop administrative use and visitor use plans. Increase efforts to enhance public appreciation for the wilderness concept.

Past Military uses of Horn Island prior to the creation of the National Seashore raise questions of health and safety for both Park personnel and the visiting public. Concerns remain over the possible presence of hazardous materials on the island. Objective: Research the past military use of Horn Island with emphasis on chemical warfare materials disposal and "Manhattan Project" activities.

Extensive commercial fishing operations take place in the waters of both the Florida and Mississippi districts of the Seashore. Commercial fishing is not normally permitted in park areas, except as provided by law, yet there is no clear indication in the statutes or legislative history for Gulf Islands as to how this is to be treated. No information is available on the actual or potential impacts of this use on the Seashore's aquatic resources. Objectives: Conduct research to determine the extent of commercial operations, impacts to aquatic vegetation and other resources, and by-catch disposal impacts. Determine the appropriateness of commercial fishing at Gulf Islands from both the legal and policy points of view. Cooperate with State agencies in fishery management issues.

The character of Gulf Islands is shaped by the presence of its numerous cultural resources throughout the natural environment. Conflicts in management occasionally arise when cultural resource preservation practices affect natural processes or populations, and vice versa. Objective: Develop a decision matrix to ensure compliance with environmental laws and policy during cultural resource actions.

Overview

Cultural Resources

The cultural resources of Gulf Islands, many of which are specifically mentioned in the enabling legislation, interact with the Seashore's natural resources to provide unique attractions for visitors.

Historic Structures

Gulf Islands National Seashore contains one of the most complete collection of structures relating to the evolution of seacoast defense in the United States. Many of these structures are individually significant for their architectural design or the part they played in the history of our nation. Fort Massachusetts, Fort Pickens, Fort Barrancas and its Water Battery, and the Advanced Redoubt of Fort Barrancas are some of those significant structures. The U.S. "Third" System of fortifications (Fort Pickens, Advanced Redoubt, Fort Massachusetts) and the Endicott System structures (batteries, seawalls, searchlight foundations, torpedo facilities, igloos and mining casemate) at Gulf Islands are collectively the best surviving examples of the integration of several defense works into a total harbor defense program. In addition to structures, the Seashore also houses a very important collection of artillery that spans a time frame from early colonial times through the 1930s. All of the artillery is on display, including an original 15" Rodman mounted at Fort Massachusetts, two six-inch shield guns mounted at Battery 234, a six-inch disappearing rifle at Battery Cooper and numerous other pieces at Fort Pickens and Fort Barrancas.

There are several sites that have been listed or are considered to be eligible for listing on the National Register. On the National Register is the Fort Pickens Historic District (3,000 acres); Fort Massachusetts Historic District (85 acres); Fort Barrancas Historic District (64 acres); and the Perdido Key Historic District (6 acres). Forms for the Naval Live Oaks District (1,378 acres); the Ship Island Lighthouse District (118 acres); and the French warehouse site (15 acres) have been submitted to the Southeast Regional Office and are waiting final disposition.

Gulf Islands National Seashore has one National Historic Landmark: Bateria de San Antonio. This Spanish period structure is one of three Spanish masonry fortifications remaining in the continental United States. Bateria de San Antonio has been restored to its 1840 appearance as the Water Battery of Fort Barrancas.

Within the authorized boundaries of Gulf Islands is the Pensacola Lighthouse and Keepers Quarters located on the Naval Air Station. The property is owned and managed by the Coast Guard. Park staff provides technical assistance concerning the preservation and maintenance of these structures.

Archaeological Resources

Prehistoric and historic archaeological sites exist throughout the Seashore. Of primary importance is the Third Site of Pensacola (8ES22) on Santa Rosa Island, near Fort Pickens. The Spanish occupied the site from 1722 until its destruction by a hurricane in 1752. The Third Site of Pensacola is especially important because it represents an undisturbed look at a brief but important phase of the history of Spanish colonization in eastern North America.

The Naval Live Oaks area is particularly rich in prehistoric and historic archaeological sites. While pot-hunting and shoreline erosion have damaged some of the sites, all however can still yield certain kinds of important information. The following periods of sites are represented within the Naval Live Oaks Area:

(1) Deptford (50 BC to AD 500)
(2) Santa Rosa-Swift Creek (AD 200 to AD 600)
(3) Weeden Island 1 and 2 (AD 600 to AD 950)
(4) Fort Walton (AD 950 to AD 1542)
(5) Leon-Jefferson (AD 1542 to AD 1750)

There has been no complete systematic inventory of all the sites in the Naval Live Oaks Area. Therefore, those sites that were previously recorded probably represent only a fraction of those likely to be found. Among these are several extremely important sites. The Third Gulf Breeze Site (8SR8) is an aboriginal site of the Swift Creek Period which appears to have little earlier or later occupation by aboriginal groups. Its single component aspect makes it one of the most significant sites of the Swift Creek period in Northwest Florida. Additionally, this site played a significant role in the history of archeology and formed a major part of the synthesis of Eastern U. S. Archeology.

Several sites at the Naval Live Oaks Area contain both aboriginal and European material and are important in enhancing our knowledge of the interactions between the earliest settlers and the original inhabitants of this area of the Gulf Coast.

The Brackenridge Plantation Site is represented by archaeological remains of several structures. These represent a particularly significant aspect of Gulf Islands because of the role that Naval Live Oaks played in the conservation history of the United States. In 1828, President John Quincy Adams set aside this reserve as part of the Nation's first timber conservation program to conserve live oak timber for use in ship building. The first American built road in Florida, the Pensacola-St. Augustine Road, is another important 19th Century archaeological site in Naval Live Oaks.

The Mississippi District of the Seashore has two very important archaeological sites: the Ship Island Quarantine Station Site and the early French Warehouse Site on East Ship Island. Both sites illustrate the importance and significance of the Ship Island anchorage as the principal port of entry and departure for the Mississippi/Louisiana Gulf Coast from the beginning of the 18th century until the early years of the 20th Century.

Prime archeological sites for possible study are shipwrecks off the barrier islands. In 1973, and again in 1978 and 1979, archeologists conducted partial and brief underwater surveys of some of the submerged lands at the western tip of Santa Rosa Island, the eastern tip of Perdido Key and along the southern shore of Naval Live Oaks. The remains of eighteen apparent wrecks were located. In almost every case, however, they were covered by sand to the extent that it was not possible to evaluate them properly.

Sites located underwater along the Naval Live Oaks southern shore give indications that prehistoric Indian remains could be found in peat deposits in the area. More recently, small illusive material remains have been recovered from sites indicating that the 1559 Spanish Fleet may have been wrecked along the north shore of Santa Rosa Island.

Cultural Resources Preservation

The Seashore maintains two artifact collections, one in Florida and one in Mississippi, and appropriate storage space has been designated for each collection. Both collections contain extremely significant data concerning the cultural resources of the National Seashore.

All of the cultural resources at Gulf Islands are undergoing some degree of deterioration. Some are stabilized as ruins and, barring man-caused or catastrophic storm-caused disturbances, will deteriorate slowly. Other sites deteriorate faster as a result of age, erosion, vegetation encroachment, vandalism and lack of routine care. They require varied approaches to minimize preventable losses.

Cultural resource management projects are identified in the park's Resource Management Plan (01/90). The projects include museum management, archaeological surveys, and the research, assessment, stabilization, maintenance and monitoring of cultural resources. Through planning initiatives by the Southeast Regional Office, Historic Structures Preservation Guides; Collection Management Plans; Collection Condition Surveys; and updates to the List of Classified Structures (LCS) and Cultural Resource Bibliographies are being completed. The Southeast Archaeological Center is responsible for completing a Cultural Sites Inventory. This project was included in the Southeast Archaeological Center 1991 planning objectives as the tenth priority, but the project was not funded.

All of the main historic fortifications; Fort Pickens, Fort Barrancas and Water Battery (Bateria de San Antonio), the Advanced Redoubt of Fort Barrancas, and Fort Massachusetts, have received varying amounts of preservation work with varying degrees of success being achieved in preventing a continued loss of or deterioration to historic fabric. Fort Barrancas and the Water Battery were the object of a stabilization and preservation project in 1978. Fort Pickens was the object of a stabilization and preservation project in 1976. The Advanced Redoubt of Fort Barrancas was the object of stabilization and preservation project in 1976. The Base End station (Tower) was the object of a stabilization and preservation project in 1981. In 1984, Battery Pensacola received stabilization/preservation.

The cultural resource management cyclic program is current, and the program is heavily utilized to complete major preservation work normally through the contract process. The Outline of Planning Requirements/10-238's is being utilized concurrently for other major project work. The cultural resource 10-238's are due a two-year review.

Routine preservation maintenance is planned through an annual work plan and completed inhouse through base operational funding. The routine preservation maintenance program includes a field developed monitoring schedule for structures and artillery.

A five-year project plan for Historic Structure Reports and Historic Resource Studies needs to be developed and submitted to the Southeast Regional Office for review and incorporation into a regional list for contract development.

In June 1988, a field developed archaeological monitoring program was implemented. The program was developed to provide basic information for preservation efforts; monitor vandalism, theft, and destruction; monitor erosion and build up of vegetation; and to prevent total destruction of sites. Nine sites are monitored in the Florida District and two in the Mississippi District. Monitoring efforts are documented through the use of an archaeological resource monitoring card and the Form 10-343, Case Incident Record. The Southeast Archaeological Center is notified if significant findings are reported. It has been discussed with the Southeast Archaeological Center to develop a more concurrent formal monitoring program at the time the Cultural Sites Inventory is completed.

Issues and Objectives

Cultural Resources

The historic resources at Gulf Islands National Seashore lack a complete and updated inventory, assessment and required documentation of historic structures, settings and associated archaeological sites. Objectives: Update the Cultural Resources Bibliography (CRBIB), List of Classified Structures (LCS) and the Cultural Sites Inventory (CSI) theme for the historic resources. Develop a five year project plan for Historic Structure Reports and Historic Resource Studies. Complete a Historic Resource Study for the Fort Pickens area of the Seashore. Systematically assess the condition of all historic resources and develop guidelines that determine the level of intervention and preservation of the historic resources.

There are historic resources within the authorized boundaries of the Seashore, the Lighthouse and Keepers Quarters located onboard the Naval Air Station and possible archaeological resources located within the Eglin Air Force property on Santa Rosa Island, which are not yet in park ownership. Objectives: Continue to monitor the condition of these resources within the authorized park boundaries and provide technical assistance where appropriate. Develop cooperative agreements with the current management agency of the properties to ensure continued preservation.

While Historic Structure Reports have been completed for the four main historic fortifications and a Historic Resource Study for the Pensacola Harbor Defense Project and Ship Island, the Architectural Data Section of the Historic Structure Reports and the Historic Structure Preservation Guides have not been completed. Objective: Complete the Architectural Data Section of the Historic Structure Reports and the Historic Structure Preservation Guides for Forts Massachusetts, Barrancas and the Water Battery, Pickens, the Advanced Redoubt and Batteries Pensacola, Langdon, Trueman, Payne, Cullum-Sevier, #234, Cooper, Worth, Van Swearingen and #233.

Gulf Islands contains such a wide diversity of cultural resources that numerous preservation techniques are required to address the preservation of those resources. Objectives: Develop and provide training to park employees in the area of preservation techniques. Research and develop preservation techniques that are particular to the historic and archaeological resources of Gulf Islands.

The Seashore's extensive collection of artifacts and site related data are housed and maintained in museum storage facilities. Many of the items in the collections are in need of cataloguing, inventorying and surveying for conservation treatment. The museum storage facilities have dedicated space which is (1) suitable and sufficient, (2) organized, and (3) effectively accessible. Objects are housed in appropriate containers and packaged with appropriate materials. The physical security for entrance into the storage areas meets National Park Service standards. An intrusion detection system to provide security from theft and vandalism is needed for the Florida District. An intrusion detection system is operable in the Mississippi District. Fire protection is currently being met through the availability and use of hand held extinguishers. A fire detection system is needed for the Florida and Mississippi

Districts. Environmental control measures are implace with the exception of the installation of a dehumidifier in one storage area, Building 12 in the Florida District. Building 12 currently needs structural repairs. Objectives: Complete a systematic survey of all museum objects and site related material in terms of conservation, catalogue and acquisition needs. Procure and install intrusion and fire detection systems. Repair or replace the roof for Building 12. Install dehumidifier in Building 12. Design, install and operate a small electrolysis laboratory in the Park to handle small items in need of metal treatment. Work with other agencies to treat larger metal items requiring conservation.

Vandalism is a recurring problem at many of the historic structures, most frequently at the numerous Coast Artillery Batteries which are spread throughout the two main areas of the Florida District. New door and window enclosures were installed in 1987-1989 to Batteries Langdon, Worth, Cooper, and 234 to control public access to the structure. Objectives: Continue cyclic replacement of door and window enclosures (at all of the structures). Continue public education programs to curtail vandalism. Increase the monitoring of structures by Resource Management and Visitor Protection personnel in hopes of reducing the number of acts of vandalism through public contact as well as enforcement of regulations.

A number of historic alterations and adaptive uses have been implemented to achieve management goals. Other adaptative uses will continue to be necessary to meet overall management needs. Objectives: Develop guidelines for determining what adaptive uses are necessary and appropriate to specific structures. Develop additional strategies for achieving accessibility (Section 504) standards. Prepare a relocation study for moving the Florida District Maintenance Operations from the Fort Pickens area to a new location.

The majority of the cultural resources within Gulf Islands National Seashore are impacted in some manner by the natural processes occurring around them such as shoreline migration, erosion and fire. Objectives: Implement a shoreline monitoring program for Fort Pickens and erosion-threatened archaeological sites. Develop a protection plan for the resources threatened by natural processes. Monitor fire conditions on a regular basis and prepare a fire suppression and pre-suppression plan which addresses the needs of the cultural resources especially at the Naval Live Oaks area.

The Quarantine Site on East Ship Island has been the subject of investigations which have lead to the recovery of specific site information relative to nomination for National Register status. Objective: Complete the National Register nomination forms for the Quarantine Site on East Ship Island.

An archaeological survey and testing of Gulf Islands was conducted in 1973 and while important information is contained in this very early survey of the cultural resources of Gulf Islands, it can only be considered as preliminary indications of valuable resources as these site evaluations do not meet the standards of NPS-28 or the Management Policies of the National Park Service. Objective: Conduct a complete inventory of the surface and subsurface sites of Gulf Islands National Seashore in compliance with the National Historic Preservation Act and Executive Order 11593.

Pothunting and the unauthorized collections of historic items are occurring throughout the Seashore on both surface and subsurface sites. Objectives: Increase monitoring by park personnel of all cultural sites within the National Seashore in order to identify any patterns of violations and to prevent further damage to the sites. Increase interpretive messages in all programs on the need to protect archaeological resources.

Fort Pickens, the oldest, largest and most heavily visited of all the historic structures within Gulf Islands National Seashore, is in the worst state of preservation and in the most immediate need of stabilization. Due to the advanced state of deterioration, complete restoration is not feasible due to extreme costs. Objective: A general stabilization of the Fort's remains should be programmed for and implemented through the funding process, with limited restoration of certain portions of the fort.

Vegetation control and grounds maintenance is of concern at all of the Seashore's historic structures. A conflicting erosion problem exists with vegetation control. Many of the structures are overgrown with various types of vegetation leading to the erosion of slopes and exposure of historic fabric. In conflict, the lack of vegetation causes more erosion than the vegetation overgrowth. Objective: Develop a cultural landscape plan for all major historic structures and districts which details the desired setting and establishes the steps in which vegetation removal, replanting and maintenance can be achieved.

The effects of visitor use and access on the cultural resources of the National Seashore is not fully known or understood. Objectives: Develop criteria for permitting access to resources based upon safety concerns and resource impact/damage. Identify the appropriate uses of cultural resources and limit access and use based upon the pre-identified levels of compatible and appropriate use.

All of the historic artillery on display throughout the Seashore is outside and exposed to the harsh environmental conditions associated with a seashore area. Due to these harsh environmental conditions the iron cannon is in a constant state of corrosion resulting in varying degrees of historic fabric loss. Objective: Implement a preservation treatment program for all artillery pieces on a cyclic basis which includes the removal of existing coats of paint, repriming, sealing and painting of all iron surfaces.

STATUS AS OF END OF FY 1990

WEAPON(S)	PRESERVED	NEEDS PRESERVATION
15" Rodman FM		X
8" Rodman FP	X	
8" Rodman FP	X	
6" DC Rifle Cooper	X	
6" Shield gun 234		X
6" Shield gun 234		X
10" Mortar, U.S. FP	X	
24 Pdr, U.S. FP	X	
32 Pdr, U.S. FP	X	

WEAPON(S)			PRESERVED	NEEDS PRESERVATION
42	Pdr, U.S.	FB	X	
32	Pdr, Brit	FP	X	
32	Pdr, Brit	FP	X	
32	Pdr, Brit	FP	X	
24	Pdr, Span	FP	X	
6	Pdr, Brit	FB	X	
6	Pdr, Brit	FB		X
6	Pdr, Brit	FB		X
13"	Mortar Brit	FB		X
13"	Mortar Brit	FB		X
16	Pdr FR	FB		X
24	Pdr Span	FB		X
24	Pdr Span	FB		X
24	Pdr Brit	FB		X
12	Pdr Brit	FB		X

Overview

Recreational Resources

Water-Related Recreation

Fishing: Sport fishing within the waters of the National Seashore is largely for mullet, flounder, pompano, Spanish mackerel, king mackerel, redfish, bluefish, white trout, speckled trout, grouper, bonito, shark and shrimp.

Fishing piers are maintained at Fort Pickens and in the Davis Bayou area. The most widely-caught fish are mackerel, bluefish, flounder and mullet. The boat pier at West Ship Island receives considerable use as a fishing platform, and surf fishing occurs throughout the park. The majority of sport fishing within the Mississippi District takes place on private boats and charter vessels.

Beach routes for four-wheel drive vehicles to reach desired fishing areas on Perdido Key and Santa Rosa Island, flanking the entrance to Pensacola Bay, have been available in the past but are now closed.

Shellfishing: Recreational shellfishing, primarily for oysters and scallops, is a common activity within certain areas of the Seashore.

Surfing, Scuba: The Fort Pickens Area is popular for surfing (especially at the west end of Santa Rosa Island), and scuba diving. Snorkeling is enjoyed throughout the park, especially where underwater formations such as jetties or grassbeds congregate marine life.

Swimming: The extensive beaches of Gulf Islands encourages swimming virtually everywhere within the Park. Protected swim areas are maintained during the summer season at Johnson Beach in the Perdido Key Area, within the developed area of the Santa Rosa unit, Langdon Beach in the Fort Pickens Area, and on West Ship Island.

Boating: Boat launch ramps are available at the Davis Bayou and Okaloosa Areas. Other ramps are available at nearby locations outside the Seashore. A boat dock is available at West Ship Island for private boats as well as the concession boats. Pleasure boating is one of the most popular uses of the Seashore and is the primary means of access to Horn, Petit Bois and East Ship Islands.

Land-Based Recreation

Picnicking: Picnic facilities are located in the Naval Live Oaks, Santa Rosa, Fort Pickens, Okaloosa, Perdido Key, Fort Barrancas, West Ship Island, and Davis Bayou Areas of the National Seashore. Available picnic areas are becoming more and more in demand for group activities, such as company picnics, family reunions, and school or club outings.

Hiking: The Seashore maintains hiking trails in most areas, including several self-guided nature trails. Popular activities associated with hiking include wildlife observation, beachcombing, bird watching, and photography.

Camping: This is a popular activity in all seasons. During the warm months, family vacationers and travelers predominate, while in the winter large numbers of retired persons use the facilities. In addition to the Davis Bayou (51 sites) and Fort Pickens (200 sites) Campgrounds, each area has a group tenting area for use by youth and other groups. A third group campground, for use by youth groups only, is located in the Naval Live Oaks Area. Primitive backcountry camping is available on Horn, Petit Bois, East Ship Islands and the undeveloped portion of Perdido Key.

Hunting: Public hunting is limited to waterfowl and doves, and is confined to two small areas in the Florida District (between the road and the Sound in the Santa Rosa Area and to the east beyond the paved road on Perdido Key). Because of the widely separated seasons of visitor use (in turn due to seasonal climate conditions) there is little direct conflict between hunting activities and other recreational uses.

Issues and Objectives

Recreational Resources

The proximity of Gulf Islands' facilities to urban areas results in a high demand for use of these facilities for a variety of group recreational activities. Prominent among these are events such as company picnics, club outings, boat regattas, and competitive or "fun" runs. At times, these activities are in direct competition, in terms of space or demands on National Park Service staffing, with the more traditional, individual uses of the Seashore by visitors. Growing population in the area and more widespread knowledge of the Seashore's facilities and features are increasing the frequency of problems relating to this competition. Objective: Develop a plan to deal with special events and group recreation activities as needed. This plan should identify the appropriate position Gulf Islands should occupy in meeting regional needs for activities of this type and should establish a framework for setting priorities, resolving conflicts, and regulating use.

Another issue of continuing concern is the extent to which recreational facilities in the Seashore should be expanded in response to growing demand. Camping, picnicking, and boat launching facilities, in particular, are frequently used at or beyond their capacity, resulting in some demands from the public for expansion. Construction of additional facilities, however, would involve not only commitment of additional funds and staffing, but development of lands now of value for their natural and cultural resources. Objective: Evaluate the recommendations of the General Management Plan and Development Concept Plan for future needs. In most cases, the plan establishes a clear basis for what expansions or modifications of recreational facilities are considered appropriate. The only significant need the Seashore has in this regard is funding to accomplish any tasks outlined by these plans which are determined to be necessary and appropriate.

An issue which involves cultural, natural, and recreational resources, and a conflict in their management, is the question of the use of off-road vehicles (ORV's) on certain beaches in Florida. This is a recreational use predating the Seashore and concerns access to prime fishing spots. Controversy over the activity stems from the impacts on natural and cultural resources and conflicts with pedestrian activities on the same beaches. The off-road vehicle question has been the subject of extensive public debate and a great deal of NPS planning time. A continuing cycle of beach erosion has necessitated the closure of both routes. Objective: Evaluate the appropriateness of ORV routes within the National Seashore to determine the need to permanently deauthorize the regulations dealing with ORV use.

An additional issue involving conflicts between recreational resources and cultural resources is at the Third Site of Pensacola (8ES22). The National Park Service maintains a group campground near this site. One of the campsites in the group campground is physically located on part of 8ES22. Objective: Continue to monitor the effects of group camping on the site and continue to spread vegetation removed from other areas on top of undesignated foot path areas within the site to prevent further erosion.

LAND USES AND TRENDS

Overview

Internal

Total area within the boundaries of the Seashore is approximately 139,775 acres. Of this total, about 99,006 acres are under National Park Service administration, 5,000 acres are administered by other Federal agencies, 22,000 acres are owned by State or local agencies, and 1,070 acres are in private ownership. Within the Mississippi District, all submerged lands have been acquired; the Marsh Point tract and some 9 tracts on Horn Island remain in private ownership. In Florida, the most significant tracts of fastlands not under National Park Service administration are the lands in the eastern portion of Santa Rosa Island which remain part of Eglin Air Force Base. These tracts total 4,235 acres, while the adjacent submerged lands within the boundary, totaling 15,400 acres, remain State property. Also under State ownership are the submerged lands (6,600 acres) around Perdido Key.

At the present time, all private lands within the boundary remain undeveloped, with no immediate potential for development evident. The Air Force lands on Santa Rosa Island are lightly developed for military purposes, with little apparent potential for any change in status. Within the boundaries in the Pensacola Forts area, lands under Navy and Coast Guard administration are partially developed, but not in a manner significantly affecting adjacent NPS lands.

The Memorandum of Agreement entered into on December 23, 1971, between the Secretary of the Interior and the Secretary of the Navy states that the Secretary of Navy..."shall erect no structures along and across the beach in an arc of viewing and described as sight lines connecting Fort Barrancas at the Naval Air Station with Fort Pickens on Santa Rosa Island and Fort McRee in Pensacola Bay and the batteries on Perdido Key in any way that would detract from the present condition."

With the exception of limited areas within development and historic zones, most National Park Service lands within the Seashore are in a natural condition, without developments and without influences that might detract from use of these lands for park purposes.

Regional and Local

Gulf Islands National Seashore is within an easy day's drive of an eight state area (Florida, Mississippi, Alabama, Arkansas, Louisiana, Tennessee, Georgia and Texas) with a population of more than 40 million. Population projections indicate that there will be 54.8 million people in the eight state region by 1990. Projected range of increases between 1980 and 1990 varies from 7.8 percent in Mississippi to 22.9 percent in Florida, averaging 14.6 percent for the region. Presently, more than 12 million people reside within 250 miles of some segment of the National Seashore.

The states most closely associated with development of the National Seashore comprise an area where per capita income level, for the most part, is well below the national average. In general, it is reasonable to conclude that the potential attraction of Seashore visitors to this region will provide additional favorable impetus to the changing economy. The greatest impact will be on local areas, but benefits can be expected throughout the region.

Beachfront areas are currently maintained for public use by various entities along the Mississippi Gulf Coast from near Waveland to Ocean Springs (about 35 miles). However, few facilities are provided other than roadside parking along extremely busy thoroughfares. One factor in the attractiveness of the National Seashore's offshore island beaches in Mississippi is that there are few other beaches available where the public can be assured of high water and beach quality.

In the Florida District, public beach areas on Santa Rosa Island are maintained principally by county chartered authorities. There are public facilities at the entrance to the Fort Pickens Area, Pensacola Beach, Navarre Beach, and Fort Walton Beach (Okaloosa Island). Roadside parking, litter barrels, and several 20 car parking lots with boardwalks are the only provisions made along the remaining sections of county controlled beach on Santa Rosa Island.

On Perdido Key, the State of Florida maintains two beach facilities with parking areas at Perdido Key State Preserve about two miles west of the National Seashore boundary. Just north across Big Lagoon, a State recreation area, also named Big Lagoon, has picnicking, camping facilities and a boat ramp.

There are several inland Federal recreation areas which complement the National Seashore, such as DeSoto National Forest, Mississippi, and Apalachicola National Forest, Florida. The many historic sites in Pensacola, Florida, and Biloxi and Gulfport, Mississippi, also provide additional assets to the recreational spectrum. A variety of State parks, including a seashore area in Alabama, three in northwest Florida, and two in Mississippi also serve regional recreation needs.

Issues and Objectives

Land Uses and Trends

For the most part, necessary land acquisition has been completed for the Seashore. The notable exceptions are the remaining privately owned lands within the Mississippi District. Of lesser concern are the Air Force lands in Florida which may eventually come under National Park Service administration. A Land Protection Plan which adequately addresses these issues was approved in July, 1984 and was updated in 1986 and 1989. Objective: Implement the land acquisition recommendations of the Land Protection Plan for Gulf Islands: the acquisition of private lands to ensure their preservation, and transfer of some tracts from other Federal agencies to remove some uncertainties in dealing with the management of these tracts.

The external trend of most concern in management of the Seashore is the degree to which urbanization is increasing on lands adjacent to many areas of the Seashore. Of particular concern in this regard are the Naval Live Oaks and Davis Bayou areas, both of which have long boundaries facing urban development either already in place or expected within the very near future. Urbanization not only has direct impacts on lands within the boundaries, but also increases demand for use of Seashore lands as open space for specific recreational pursuits. Objective: For the long term, continue cooperation and communication with agencies responsible for controlling development of lands adjacent to the Seashore. This is essential to keep informed concerning changes with potential impact on the Seashore and to ensure that National Park Service concerns are addressed, wherever possible, in local and regional planning activities. Fencing of boundaries that are particularly vulnerable to encroachment may be needed.

The University of West Florida administers a tract of 152 acres of State owned land on Santa Rosa Island, between Pensacola Beach and the Santa Rosa Area. The university has not been using this land and has stated an interest in exchanging it for land in the Naval Live Oaks, to be used for a conference center. If an exchange agreement involving non-critical lands within Naval Live Oaks can be worked out, public recreational opportunities on Santa Rosa Island could be significantly enhanced. Objective: Work with the University of West Florida to see if a viable exchange can be worked out in the best interest of both parties.

Public Law 95-625 of November 1978 authorized the purchase of 600 acres of Marsh Point, adjacent to Davis Bayou, for the purpose of preserving the view and protecting the marsh environment. Marsh Point, one of the largest intact salt marshes in Mississippi, is an important spawning ground for fish and provides habitat for waterfowl and a variety of other marsh dependant animal species. It is also an important land barrier to Davis Bayou during hurricanes. Restricting probable land development on Marsh Point would protect the view from Davis Bayou and preserve intact this salt marsh ecosystem. Objective: Implement the acquisition recommendation of the Land Protection Plan for Gulf Islands.

Within the Mississippi District, two areas not within the boundaries have been mentioned in recent years as potential additions to the Seashore. These areas

are Cat Island, which is privately owned, and the chain of islands in Louisiana known as the Chandeleurs, now a National Wildlife Refuge. Both areas were part of the original proposal for Gulf Islands but were dropped during the legislative process. Adding either would require an amendment to the authorizing legislation and would also require additional funds and staffing for their administration. Objective: Continue to monitor the status of these two areas as to their potential for addition to the Seashore.

Renewed interest in construction of a waterway across Santa Rosa Island at Navarre Beach has raised issues of concern to Gulf Islands. In the long run, such a pass has a potential for adverse impact on lands and waters of the Seashore. It would change erosional patterns, alter water quality in the Santa Rosa Sound, and present a transportation barrier to lands to the east, should they ever be transferred to National Park Service administration. Objective: Monitor the development of this proposal so that opportunities to take part in the planning process are not missed.

VISITOR USE ANALYSIS

Overview

General observation indicates most day use visitors are local Gulf Coast residents, principally family groups and organized groups from local schools, clubs, and youth organizations. Campground users, as expected, come from more distant areas and may stay for several days. Although some such campers are from States far from the region, and could be considered national visitors, most are from the States of Louisiana, Mississippi, Alabama, Florida, and adjacent southern States. The length of stay at Gulf Islands varies. In general, about 4% of the visitors stay overnight and 96% are day users.

Visitation Statistics

With few exceptions, visitation to Gulf Islands has increased steadily since the NPS began administering lands within the Seashore in 1972. During 1973, the first year for which statistics are available, total visits were 943,517. Annual visits for the last ten years have been as follows:

YEAR	TOTAL VISITS
1980	2,507,507
1981	3,316,447
1982	3,507,438
1983	4,060,306
1984	5,803,384
1985	9,880,814
1986	7,572,421
1987	4,850,841*
1988	4,826,892
1989	5,197,899
1990	5,006,505

Hurricane Frederic in 1979 resulted in a substantial decrease in visitation for that year and 1980. Declines in visitation totals for 1986 and 1987 can be attributed to a change in the methods of collecting visitation data.

Visitation has followed a well defined seasonal pattern since 1971, with 45% to 55% of total annual visitors arriving in the four summer months of May through August. However, the diverse attractions of the separate portions tend to smooth out this seasonality, e.g., in winter auto camping remains attractive whereas beach use declines. Use of Ship Island is very low in the winter months, when the tour boat service is not operating, but smaller declines are seen in Florida and Davis Bayou where roads lead to all locations.

*Accounting system modified.

While weather can affect distribution of travel throughout the year, the following monthly statistics for one year are fairly typical:

TOTAL VISITS IN 1990

January	222,054
February	240,479
March	366,366
April	509,771
May	584,659
June	649,385
July	657,697
August	539,353
September	428,645
October	366,277
November	242,448
December	199,371

In the summer, visitation is distributed throughout the week. However, in the spring and fall, there is a distinct increase on weekends. Generally, the busy weeks in the spring are around Easter and Memorial Day. In the fall, good weather makes visitation vary on the weekends. Visitors (both local and regional) like to go to the beach in the spring. By late summer, the beach season is winding down because of active exposure throughout the summer and the return to school. Spring vacations are also a major factor in the increase noticed in visitation in the spring.

Visitor Uses

Use in both districts is heavy and parallels the growth of local populations as well as an increase in the amount of leisure time for nearby residents. Within the Mississippi District, visitation to all of the offshore islands except West Ship is by private vessel only. Due to their distance from land and the potential for sudden, severe weather conditions, the trip to the Mississippi Islands can be hazardous, particularly for inexperienced boaters.

Backcountry use and primitive camping are confined to the islands of the Mississippi District, and essentially to those visitors who own or rent small boats. Favored camping (and fishing) sites are on the extreme sandy tips of those islands, where air circulation is maximum and, therefore, irritating insect problems are minimized. Many campers confine their activities to fishing at these points, but others venture inland without benefit of trails or designated corridors to observe the wildlife and vegetation. Some backcountry wandering takes place in the Florida District, but no primitive camping is permitted, except in the roadless portion of Perdido Key.

Commercial and sports fishing are common activities which are continuing in both Florida and Mississippi. Extensive commercial trawling for shrimp, purse seining for menhaden, and gill-netting is done throughout the Mississippi Sound, including Seashore waters. A 1977 Mississippi law prohibits gill nets within one mile of any offshore island during certain times of the year. Due to

perceptions of declining catches, the issue of competition between commercial operations and sport fishing has been raised in recent years. Commercial activities are much less common in Florida District waters, although shore fishing, particularly near the channel separating Santa Rosa Island from Perdido Key, is a very popular activity.

Automobile/family camping is very popular seasonally at both Davis Bayou (51 sites) and Fort Pickens (200 sites). Summer use is largely by families, while winter campers are almost exclusively retired people.

Swimming and sunbathing are the most common visitor uses. West Ship Island serves virtually all the demand in the Mississippi District for high density use, since that is the only island served by a high capacity public boat service. Private boaters use East Ship, Horn, and Petit Bois Islands' beaches on an individual basis. Virtually all of the Fort Pickens and the Santa Rosa Area are traversed by public road, and swimmers have access at present to all Gulf front beaches by roadside parking or at developed facilities with parking lots and boardwalks. The Perdido Key Area provides concentrated swimming opportunities at the picnic pavilion and a roadway with roadside parking available eastward from the pavilion for two miles.

Picnicking facilities are available at Davis Bayou and West Ship Island and picnicking without facilities is common along beaches in both Florida and Mississippi. There are picnic facilities at all six of the Florida areas.

Touring historic structures is popular at the Fort Pickens and Pensacola Forts Areas and on Ship Island.

Beachcombing, visiting each area of Gulf Islands and commuting on State Highway 399 in Florida account for the remaining visitors.

Access

Intensive interstate highway development along the Gulf Coast, combined with existing State and Federal roads, provides relatively easy private vehicle access to the Davis Bayou Area in the Mississippi District and to the Florida District. However, most traffic to the National Seashore from the interstate freeways must now pass through areas already congested with urban traffic. During periods of high visitation, spring and summer, daily traffic tie-ups are common in the Florida District, most noticeably in the Fort Pickens and Santa Rosa areas of the National Seashore. The Mississippi District does not yet experience this problem.

Airports in New Orleans, Gulfport, Mobile, and Pensacola provide relatively easy access for the air traveler. Municipal bus service or any other public system from airports or downtown centers to the National Seashore does not exist at present.

Transportation to the offshore islands in Mississippi requires the use of private or rental boats. Two concessioner operated passenger tour boats offer scheduled service from Biloxi and Gulfport to West Ship Island on a seasonal basis. Charter service is offered for a fee to the other islands in the Mississippi District and is available by reservation only.

Vandalism

Because of the widely separated segments of the park, it is not practical with existing staffing to patrol certain areas on a daily basis. The Florida District alone contains six separate operational areas, all which are attractive to those who do acts of vandalism.

The forts and batteries and their related interpretive exhibits are probably the most prone to vandalism because of the many nooks and passages which invite destructive behavior by certain visitors.

Isolated day use facilities, such as those located along the roadway entering Fort Pickens and the Johnson Beach facility at Perdido Key are also prone to destructive actions of people with no regard for property.

In recent years, a number of man caused wildfires have been started in the woods of the Naval Live Oaks area and in the beach grass of Santa Rosa Island. The damage has been minimal to date.

In all cases, vandalism causes both physical and spiritual disruption of the visitor's enjoyment of the National Seashore; and in some cases, it can cause permanent loss of the very resources for which the area was set aside.

Vandalism can cause a condition to exist which may be a hazard to visitors and employees, and can result in serious injury or even death. It is, therefore, important that every effort be made in planning and administering areas within the National Seashore with an eye toward eliminating or reducing the potential for vandalism.

Issues and Objectives

Visitor Use Analysis

An evaluation of visitor use was completed in 1990 through a specially designed site survey for assessing visitor expectations and attitudes about park conditions at Gulf Islands National Seashore. The focus of the survey was directed toward those visitor benefits and issues that park managers could realistically change within the constraints of their park.

Information profiling the visitor will be collected and evaluated in relationship to the visitor's perceived expectations. Demographic characteristics such as age, sex, income, family patterns, and educational levels, together with attitudinal measures of the visiting public, will be analyzed in relation to specific services, facilities and programs expected by the public at Gulf Islands National Seashore. Objective: Continue to monitor and adjust to best meet changing demands of the visitors and resource protection.

Vandalism is a visitation issue, as well as a resource issue, and is a matter of serious concern. Major and permanent damage, or damage which is costly to repair, is a frequent occurrence. Objectives: Continue to provide the maximum amount of routine patrol available for the most frequently vandalized areas of the Seashore. Increase the amount of interpretive messages on vandalism at all program levels including publications.

FACILITIES AND EQUIPMENT ANALYSIS

Overview

A substantial amount of both new construction and rehabilitation of existing structures has occurred since the authorization of Gulf Islands National Seashore. Remaining new construction projects that need to be accomplished are a boat dock, bicycle trail, casemate rehabilitation, provisions for handicap accessibility to fort tours and a day use area in the Fort Pickens area, and day use facilities in the Okaloosa area. Also a significant amount of rehabilitative work remains to be done on several historic structures. Most of the work completed has made facilities accessible to disabled visitors. Replacement quarters are needed at Davis Bayou.

MAJOR FACILITIES (Roads excluded)

Fort Pickens	- 48 historic structures - a campground with 200 sites - a group campground for 50 people - three picnic areas having a combined total of approximately 80 tables, 3 shelters, and 3 restrooms - three concession facilities - a life-guarded beach - a fishing pier
Santa Rosa	- a picnic area with approximately 110 tables, 51 shelters and 3 restrooms - a concession facility - a life-guarded beach - one government housing unit
Naval Live Oaks	- a visitor center/headquarters building - a picnic area with 25 tables, a shelter, and a restroom - a group campground for 60 people
Pensacola Forts	- three historic structures - a contact station/restroom building - a picnic area with 10 tables
Perdido Key	- a picnic area with approximately 64 tables, 5 shelters, and 2 restrooms - a Ranger Office/First Aid facility - a concession facility - a life-guarded beach
Okaloosa	- a picnic area with approximately 18 tables and restroom - two boat launch ramps

Davis Bayou	- a visitor center/administrative building - a boat operations complex - a maintenance complex - a campground with 51 sites - a group campground for 40 people - two picnic areas having a combined total of approximately 120 tables, 5 shelters and 4 restrooms - a jon-boat tour facility - two boat launch ramps - three government housing units
Ship Island	- one historic structure - a boat dock - a picnic area with approximately 26 tables, 2 shelters, and 2 restrooms - a concession facility - a Ranger office/First Aid facility - three government housing units - a life-guarded beach
Horn Island	- a boat dock - a duplex government housing unit - a maintenance building
Petit Bois Island	- no facilities

UTILITIES

Florida District	- municipal water except wells at Fort Pickens - municipal sewer except Fort Pickens and Okaloosa areas which have septic tanks - electricity furnished by Gulf Power Company - telephone service furnished by Southern Bell and Southland - radio system, park owned - gas by city of Gulf Breeze at Naval Live Oaks
Mississippi District	- municipal water at Davis Bayou, wells at Horn and Ship Islands - municipal sewer at Davis Bayou, septic tanks at Horn and Ship Islands - electricity furnished by Mississippi Power and Singing River at Davis Bayou Diesel powered generators at Horn and Ship Islands - telephone service furnished by South Central Bell and MCI at Davis Bayou - radio system, park owned

ROADS AND TRAILS

Florida District	- approximately 25 miles of roads - paved parking for approximately 1600 cars - seven nature trails having a combined length of approximately 3.6 miles - approximately 2.5 miles of boardwalk
Mississippi District	- approximately 3 miles of road - paved parking for approximately 175 cars - graded parking for approximately 100 cars - a nature trail approximately .5 mile long - approximately .5 mile of boardwalk

ISSUES AND OBJECTIVES

Facilities and Equipment Analysis

If current funding levels continue to support ongoing rehabilitative efforts to repair and/or replace inadequate or badly deteriorated facilities, the Seashore's needs for new accessible facilities in the future should be small. However, all of the historic fortifications are in need of attention, stabilization and preservation efforts. Objective: Seek funding for the stabilization and/or preservation of the numerous historic structures located throughout the Seashore.

MANAGEMENT ZONING

Seashore lands are classified in order to designate where various strategies for management and use will best fulfill management objectives and achieve the purposes of the Seashore. Classification is based on the inherent nature of Seashore resources and the suitability of the land for the proposed uses and management. The National Park Service land classification system has flexibility which permits adaptation to many different park situations.

In the Seashore, four main land classification zones - natural, historic, development and special-use have been utilized. The natural zone has been further divided into four subzones - wilderness, environmental protection, outstanding natural feature and natural environment - to indicate in greater detail how the land or water will be managed.

1. Natural Zone (132,667 acres)

The natural zone has been divided into four subzones, all of which exist in a relatively natural state and will remain largely unaltered by human activities, except for approved developments essential for management, use or appreciation of the Seashore.

Wilderness Subzone (4,923)

These areas are managed to perpetuate an undisturbed environment that possesses an atmosphere of solitude as well as negligible evidence of resource impairment. Some recreation activities will be permitted in designated wilderness. Congress has directed that lands designated as potential wilderness at Gulf Islands are to be managed "insofar as practicable as wilderness, until such time as said lands are designated as wilderness."

Designated Areas - This classification encompasses all of Horn (with the exception of the Administrative corridor) and Petit Bois Islands.

Environmental Protection Subzone (1,240 acres)

Lands and waters possessing particular value as wildlife habitat or for research are designated as environmental protection subzone areas. These areas are to be used for research, protection and interpretation of the outstanding natural features which dominate the environment. Only minimal development is planned, permitting visitors to interact with the resource without interfering with ecological values.

Designated Areas - Most of East Ship Island is classified as an environmental protection subzone area. A portion of the Naval Live Oaks dominated by a sand pine community is also designated in this subzone.

All of the Marsh Point lands (south of Davis Bayou) are included in this classification.

Outstanding Natural Feature Subzone (875 acres)

Lands with geological and/or biological features which possess unusual intrinsic values or uniqueness. These areas are representative of the Seashore's principle attractions. Development in these areas will be minimal and natural components will continue to dominate the environment.

Designated Areas - Most of West Ship Island, and land east of the day use facility within the Santa Rosa Area.

Natural Environment Subzone (125,436 acres)

These lands and waters will be managed to permit environmentally compatible recreational activities which might cause limited disruption of the natural environment. Development will not dominate the environment as in the development zone, but will be integrated into it.

Designated Areas - Most of the eastern portion of the Fort Pickens Area; the Santa Rosa Area, west of the day use facility; the Okaloosa Area; and Perdido Key are designated in this category. These are the principal beach recreation attractions of the Florida District of the Seashore. A small area on western East Ship Island is classified as a natural environment area to accommodate a possible minimum facility camping area. Natural environment subzone designation also includes the day use and other areas on West Ship Island. The undeveloped portion of Davis Bayou is classified as natural environment because of the high-density recreation activities within the remainder of the unit. All Seashore submerged lands up to mean low-tide line (approximately 120,458 acres) are also being classified as natural environment.

2. Historic Zone (2,110 acres)

These areas are managed primarily to preserve significant historic structures for public benefit, as well as to maintain the historic scene.

Designated Areas - In Mississippi, there are two areas designated as historic zones; one on West Ship Island, and one on East Ship Island. The historic zone on West Ship Island includes Fort Massachusetts, the lighthouse complex, and all development in a wide strip extending from the Gulf to the Sound side of the island. The historic zone on East Ship Island incorporates the site of the French Warehouse and the Quarantine Station Site. In Florida, there are four historic zones — the entire Pensacola Forts Area currently under National Park Service jurisdiction (located within the Pensacola Naval Air Station), most of the Fort Pickens Area west of the Coast Guard Station, most of the Naval Live Oaks Area and a small site on the eastern tip of Perdido Key.

3. Development Zone (496 acres)

This zone includes land and water where nonhistoric park development and intensive use substantially alter the natural environment. This zone is managed to provide and maintain development that serve the needs of park management and relatively large number of visitors.

Designated Areas - Development zones include the three major beach recreational use areas in the Florida District — Perdido Key, Fort Pickens, and Santa Rosa.

Approximately half of Davis Bayou will continue to be utilized for intensive day and overnight use facilities and is classified as a development zone. A small development zone is in the Naval Live Oaks Area to accommodate the visitor center and other developments.

4. Special-Use Zone (4,502 acres)

Designated Areas - All of the Navarre Beach and Fort Walton Beach units which are included by legislation in the Seashore will remain under the jurisdiction of Eglin Air Force Base until no longer needed for defense purposes. Most of the land of the Pensacola Forts remains under jurisdiction of the Department of the Navy.

STATUS OF PLANNING

Plan/Study	Date Approved	Adequacy/Status	Repository
Transportation Study GUIS, Florida	05/78	Adequate	DSC/GUIS
General Management Plan Development Concept Plan (Mississippi-Florida)	07/78	Satisfactory	GUIS
Transportation Study GUIS, Mississippi	1979	Adequate	DSC/GUIS
Interpretive Prospectus	02/79	Outdated. Planning action to be requested.	GUIS
Final Environmental Statement (Fort Pickens Unit - Florida)	04/80	Satisfactory	DSC/GUIS
Development Concept Plan (Fort Pickens Unit - Florida)	05/81	Outdated. Planning action to be requested.	GUIS
Feasibility Study Ferry Services - Florida	06/89	Adequate	DSC/GUIS
Addendum to Land Protection Plan	08/89	Adequate	GUIS
Resource Management Plan	01/90	Adequate	GUIS
Cultural Resources			
Special Report: Ship Island (MS), French Exploration and Settlement, 1699-1763	1934	Adequate	**SERO
Masonry Forts of the NPS: GUIS Resources Management Plan	08/73	Adequate	**SERO
Evaluation Report: Historic Fortifications	03/74	Adequate	*DSC
HSR: Advanced Redoubt of Fort Barrancas	01/75	Adequate	GUIS
Archaeological Investigations: Fort Barrancas and Advanced Redoubt	1979	Adequate	*DSC

Plan/Study	Date Approved	Adequacy/Status	Repository
Special Report: GUIS Construction Monitoring	1980	Adequate	*DSC
Special Report: Preservation/ Interpretation of Coastal Fortification	1982	Adequate	**SERO
HSR/Historic Resource Study: Pensacola Harbor Defense Project 1890-1947	03/82	Adequate	GUIS
HSR: Historical Data	02/83	Adequate	GUIS
HSR/Historic Resource Study: Fort Barrancas	09/83	Adequate	GUIS
Special History Study: Naval Live Oaks Reservation Program, 1794-1880	09/83	Adequate	GUIS
HSR: Administrative/ Historical Data Sections, Gulf Islands National Seashore	01/84	Adequate	SERO
Historic Resource Study: Ship Island (MS)	07/84	Adequate	GUIS
An Archaeological Overview and Assessment, GUIS	03/89	Adequate	GUIS
Stabilization of Fortifications of Pensacola Advanced Redoubt of Fort Barrancas	(no date)	Adequate	**SERO

*Technical Information Center Documented Listing 10/03/89
**Listed in the Cultural Resource Management Overview - GUIS

MAJOR ISSUES

As it is now constituted and functioning, Gulf Islands National Seashore is fulfilling, to a major degree, the basic purposes for which it was authorized by P. L. 91-660. However, there are areas of concern that should be addressed in order to ensure that the Seashore will be able to continue in, or perhaps improve on this situation. The issues described in this section speak to that need. Since these issues are so diverse and are subject to such a variety of internal, external, and budgetary influences, no attempt has been made here to indicate any particular order of importance.

Land Acquisition

Highly significant tracts of land on Horn Island remain in private ownership, presenting the continuing possibility of some type of development or use in conflict with the wilderness character of the island. Although the Seashore's approved Land Protection Plan calls for purchase of fee simple title to these tracts, action cannot proceed until the statutory ceiling for land acquisition is increased.

Natural Resource Preservation

The National Seashore's mandate to preserve the natural environment cannot be adequately fulfilled without a comprehensive knowledge of the resources, an assessment of baseline condition and threats, and an understanding of the processes and parameters which influence these systems. Although much work has been done, or is currently in progress, significant deficiencies exist in the knowledge and information necessary for effective natural resource management.

Historic Preservation

The Seashore contains a wide variety of historic structures in varied states of repair and with varying needs for preservation. A plan is needed to establish priorities for these preservation needs and determine which areas are in need of work and what the nature of that work should be. Decisions about preservation are needed not only for protection of historic resources, but to provide visitors with a safe environment.

Urban Encroachment

The Seashore's mission of preserving areas for their natural, cultural, and recreational values cannot be carried out independent of what is taking place on adjacent or nearby lands. As these lands are developed, the potential for direct or indirect effects on lands and waters within the Seashore becomes more significant. Participation in the planning activities of State and local agencies must be maintained by the National Park Service so the areas within our boundaries remain as free as possible from adverse outside influences.

Shipping Channels

The maintenance of the shipping channels that pass through Gulf Islands is specifically provided for in the authorizing legislation. There is, however, a basic incompatibility between the maintenance of channels in static locations and the dynamic nature of barrier islands. Each has a potential adverse effect on the other. Nevertheless, through cooperation between the Corps and the National Park Service, both must be preserved to the fullest extent possible. In addition to the necessary dredging activities, concern must also be focused on the manner in which the dredged material is disposed of. Spoil deposition can have either positive or negative effects on Seashore resources and coordination is essential.

Oil and Gas

The Gulf Coast region has, in recent years, been the subject of intense interest over proved or potential resources of oil and gas. Activities involving exploration, extraction, and transportation of these minerals are of major concern in the management of Gulf Islands. Impacts can result from activities dealing not only with minerals underlying adjacent lands and waters, but also with oil and gas beneath those National Park Service lands where the mineral rights are in other than Federal ownership.

SHORT-TERM MANAGEMENT OBJECTIVES

To implement land protection recommendations for Gulf Islands.

To assure continued wilderness protection for Horn Island through acquisition of the remaining tracts of private land and subsequent designation as wilderness.

To seek funding for preservation and research activities necessary to preserve deteriorating historic resources.

To continue to upgrade visitor use facilities which are substandard and present threats to health and safety.

To maintain close contacts with state and local agencies involved in regulating land use in neighboring areas.

To work with the Corps to ensure that channel dredging and spoil deposition are carried out in a manner most advantageous to the resources of the Seashore.

To monitor the development of oil and gas resources outside the Seashore for potential adverse impacts on NPS lands and waters.

To initiate a comprehensive program of natural resource inventory and assessment, and develop long term environmental monitoring strategies.

To continue endangered species restoration and protection projects and evaluate addition needs.

To develop and implement an integrated pest management plan for the developed areas of the Seashore.

To address the problem of marine waste through interpretation and public education, and develop strategies for mitigation.

To reduce the threat to resources and adjacent land development from wildfire by implementing hazardous fuel reduction programs, and to formulate a comprehensive fire management plan for the Seashore.

To identify and address incompatible uses of the Park, and establish methods for determining acceptable levels of use of park resources.

To increase monitoring and enforcement activities to detect and control vandalism, poaching, and resource damage.

To increase efforts in drug interdiction by working closely with U. S. Customs, DEA, and state/local drug agencies.

To increase visitor interpretive media at West Ship Island, Okaloosa, Fort Pickens and Perdido Key.

LONG-TERM MANAGEMENT OBJECTIVES

Natural Resources

To protect and perpetuate a portion of the coastal barrier system of the United States, and the natural features, populations, processes, and values found therein.

To promote and preserve a diverse marine biota in the insular and contiguous surrounding waters of the Seashore, and to ensure that sport and commercial fishing, oil and gas operations, navigational dredging and other activities within the National Seashore have the least possible adverse effect on populations of fish, shellfish, and other marine and estuarine organisms.

To minimize disturbances to natural landforms, vegetation, and wildlife habitat due to vehicle use, park development, and public recreational activities at Gulf Islands National Seashore and to restore natural ecological conditions to lands adversely affected by such uses and activities in the past.

Cultural Resources

To identify, evaluate, protect, and preserve the National Seashore's cultural resources in accordance with legislative and executive requirements, and the Service's historic preservation policies.

To preserve the fortifications and associated structures of the coastal defense system in the Fort Pickens, Fort Massachusetts, Perdido Key, and Pensacola Forts Historic Districts, and to stabilize these resources for public appreciation of the historic significance of the coastal defense system of fortifications.

To manage the Naval Live Oaks Historic District to perpetuate the live oak community and preserve the many archaeological sites.

Visitor Use

To encourage visitor use and enjoyment by making opportunities available for swimming, boating, fishing, camping, picnicking, backcountry use, and other activities that are compatible with the National Seashore's scenic, natural, and cultural values.

To provide adequately lifeguarded beaches for visitor use and enjoyment.

To provide information and orientation to National Seashore visitors at appropriate locations on a year-round basis.

To insure there is adequate directional signing along the access roads to the National Seashore's areas and along Seashore roads and trails.

To provide for those concessions services and facilities necessary to serve essential needs of visitors that cannot be reasonably accommodated at locations outside the Seashore.

To promote efficient visitor transportation between the many segments of Gulf Islands National Seashore and within these areas.

Visitor Protection

To improve visitor safety by instructing visitors how to avoid or cope with the hazards associated with swimming, boating, and other water-related activities.

To inform visitors about the hazards associated with exploring deteriorating historic structures, and with other activities and environmental factors.

To develop more efficient operational capabilities in law enforcement, resource protection, and in search and rescue activities.

To develop more knowledge and better equip ranger workforce in drug interdiction.

Interpretation

To foster awareness of the coastal network of barrier islands in the United States, the evolution of coastal military defense of the United States, Gulf Coast history, and water-related recreation activities through interpretation of the National Seashore's diverse natural, cultural, and recreational resources.

To provide primary interpretive emphasis on natural and cultural history.

To encourage participation in the diverse recreational activities associated with the National Seashore.

To foster public understanding of the need for, and the process of maintaining a proper balance between resource preservation and visitor use.

Development

To ensure that development within the National Seashore's authorized boundaries is the minimum necessary to provide essential visitor services and to support management operations.

To the greatest degree possible, encourage the development of recreational, lodging, and other visitor facilities in environmentally compatible locations outside the National Seashore.

Maintenance

To perform preventive and cyclic maintenance activities so as to extend the life of Seashore facilities.

To perform operational and maintenance activities that accentuate the cleanliness and appearance aspects of Seashore resources and facilities.

To operate and maintain water and sewer systems in such a manner as to comply with applicable regulations.

To remove, modify, or eliminate any non-historic substandard facility acquired from state or local agencies when the Seashore was authorized.

Research

To obtain an inventory of the National Seashore's resources to facilitate improved resource protection and management.

To assess the baseline condition of resources and identify current and potential threats to those resources.

To assist Park managers in the development of long term resource monitoring programs.

To develop mitigation strategies for impacted or threatened resources.

To do site specific research on historic, archaeological, and natural subjects to prepare needed publications, records, and files.

APPENDIX A

Endangered and Threatened Species

Animals

Brown Pelican (Pelecanus occidentalis carolinensis)

Arctic Peregrine Falcon (Falco peregrinus tundrius)

Southern Bald Eagle (Haliaeetus leucocephalus)

Red-cockaded Woodpecker (Picoides borealis)

Mississippi Sandhill Crane (Grus canadesis pulla)

Piping Plover (Charadrius melodus)

American Alligator (Alligator mississippiensis)

Eastern Indigo Snake (Drymarchon corais couperi)

Gopher Tortise (Gopherus polyphemus)

Leatherback Turtle (Dermochelys coriacea)

Atlantic Ridley Turtle (Lepidochelys kempii)

Hawksbill Turtle (Ertmochelys imbricata)

Atlantic Loggerhead Turtle (Caretta caretta)

Green Turtle (Chelonia mydas)

Manatee (Trichechus manatus)

Perdido Key Beach Mouse (Peromyscus leucocephalus trissyliepsis)

Gray Bat (Myotis grisescens)

Indiana Bat (Myotis sodalis)

Plants

There are no plant species currently listed by the Fish and Wildlife Service as threatened or endangered whose known range includes the National Seashore.

APPENDIX A

LEGISLATION

Public Law 91-660 (H.R. 10874); January 8, 1971

Public Law 92-275 (H.R. 11839); April 20, 1972

Public Law 94-578 (H. R. 13713); October 21, 1976
(Title Page only)

Public Law 95-625; November 10, 1978
(Title page and pages 2, 3, 5, 8, 23, 24, 25 only)

Public Law 91-660
91st Congress, H. R. 10874
January 8, 1971

An Act

To provide for the establishment of the Gulf Islands National Seashore in the States of Florida and Mississippi, for the recognition of certain historic values at Fort San Carlos, Fort Redoubt, Fort Barrancas, and Fort Pickens in Florida, and Fort Massachusetts in Mississippi, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That, in order to preserve for public use and enjoyment certain areas possessing outstanding natural, historic, and recreational values, the Secretary of the Interior (hereinafter referred to as the "Secretary") may establish and administer the Gulf Islands National Seashore (hereinafter referred to as the "seashore"). The seashore shall comprise the following gulf coast islands and mainland areas, together with adjacent water areas as generally depicted on the drawing entitled "Proposed Boundary Plan, Proposed Gulf Islands National Seashore," numbered NS-GI-7100J, and dated December 1970:

Gulf Islands National Seashore. Establishment.

(1) Ship, Petit Bois, and Horn Islands in Mississippi;
(2) the eastern portion of Perdido Key in Florida;
(3) Santa Rosa Island in Florida;
(4) the Naval Live Oaks Reservation in Florida;
(5) Fort Pickens and the Fort Pickens State Park in Florida; and
(6) a tract of land in the Pensacola Naval Air Station in Florida that includes the Coast Guard Station and Lighthouse, Fort San Carlos, Fort Barrancas, and Fort Redoubt and sufficient surrounding land for proper administration and protection of the historic resources.

Sec. 2. (a) Within the boundaries of the seashore, the Secretary may acquire lands, waters, and interests therein by donation, purchase with donated or appropriated funds, or exchange, except that property owned by a State or any political subdivision thereof may be acquired only with the consent of the owner. The Secretary may acquire by any of the above methods not more than one hundred thirty-five acres of land or interests therein outside of the seashore boundaries on the mainland in the vicinity of Biloxi-Gulfport, Mississippi, for an administrative site and related facilities for access to the seashore. With the concurrence of the agency having custody thereof, any Federal property within the seashore and mainland site may be transferred without consideration to the administrative jurisdiction of the Secretary for the purposes of the seashore.

Acquisition of lands.

84 STAT. 1967
84 STAT. 1968

(b) With respect to improved residential property acquired for the purposes of this Act, which is beneficially owned by a natural person and which the Secretary of the Interior determines can be continued in that use for a limited period of time without undue interference with the administration, development, or public use of the seashore, the owner thereof may on the date of its acquisition by the Secretary retain a right of use and occupancy of the property for noncommercial residential purposes for a term, as the owner may elect, ending either (1) at the death of the owner or his spouse, whichever occurs later, or (2) not more than twenty-five years from the date of acquisition. Any right so retained may during its existence be transferred or assigned. The Secretary shall pay to the owner the fair market value of the property on the date of such acquisition, less their fair market value on such date of the right retained by the owner.

"Improved residential property."

(c) As used in this Act, "improved residential property" means a single-family year-round dwelling, the construction of which began before January 1, 1967, and which serves as the owner's permanent place of abode at the time of its acquisition by the United States, together with not more than three acres of land on which the dwelling and appurtenant buildings are located that the Secretary finds is reasonably necessary for the owner's continued use and occupancy of the dwelling: *Provided*, That the Secretary may exclude from improved residential property any marsh, beach, or waters and adjoining land that the Secretary deems is necessary for public access to such marsh, beach, or waters.

Right of use and occupancy, termination.

(d) The Secretary may terminate a right of use and occupancy retained pursuant to this section upon his determination that such use and occupancy is being exercised in a manner not consistent with the purposes of this Act, and upon tender to the holder of the right an amount equal to the fair market value of that portion of the right which remains unexpired on the date of termination.

Hunting and fishing.

SEC. 3. The Secretary shall permit hunting and fishing on lands and waters within the seashore in accordance with applicable Federal and States laws: *Provided*, That he may designate zones where, and establish periods when, no hunting or fishing will be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment. Except in emergencies, any regulations issued by the Secretary pursuant to this section shall be put into effect only after consultation with the appropriate State agencies responsible for hunting and fishing activities.

Oil and gas rights-of-way.

SEC. 4. Any acquisition of lands, waters, or interests therein shall not diminish any existing rights-of-way or easements which are necessary for the transportation of oil and gas minerals through the seashore which oil and gas minerals are removed from outside the boundaries thereof; and, the Secretary, subject to appropriate regulations for the protection of the natural and recreational values for which the seashore is established, shall permit such additional rights-of-way or easements as he deems necessary and proper.

Administration.

SEC. 5. Except as otherwise provided in this Act, the Secretary shall administer the seashore in accordance with the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented (16 U.S.C. 1 et seq.). In the administration of the seashore the Secretary may utilize such statutory authorities available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of this Act. With respect to Fort Redoubt, Fort San Carlos, Fort Barrancas at Pensacola Naval Air Station, Fort Pickens on Santa Rosa Island, and Fort McRee on Perdido Key, Florida, and Fort Massachusetts on Ship Island, Mississippi, together with such adjacent lands as the Secretary may designate, the Secretary shall administer such lands so as to recognize, preserve, and interpret their national historical significance in accordance with the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461–467), and he may designate them as national historic sites. The Act of July 2, 1948 (62 Stat. 1229), which provided for the establishment of the Pensacola National Monument, is hereby repealed.

84 STAT. 1968
84 STAT. 1969

Repeal.
16 USC 450gg.

Beach erosion control, study.

SEC. 6. The Secretary of the Interior and the Secretary of the Army may cooperate in the study and formulation of plans for beach erosion control and hurricane protection of the seashore. Any such protective works or spoil deposit activities undertaken by the Chief of Engineers, Department of the Army, shall be carried out within the seashore in accordance with a plan that is acceptable to the Secretary of the Interior and that is consistent with the purposes of this Act.

SEC. 7. There are hereby transferred from the National Wildlife Refuge System to the seashore the Horn Island and Petit Bois National Wildlife Refuges to be administered in accordance with the provisions of this Act.

Review.

Report to President.
78 Stat. 892.

SEC. 8. Within four years from the date of the enactment of this Act, the Secretary of the Interior shall review the area within the Gulf Islands National Seashore and shall report to the President, in accordance with subsections 3 (c) and 3 (d) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c) and (d)), and recommend as to the suitability or nonsuitability of any area within the seashore for preservation as wilderness, and any designation of any such area as a wilderness shall be accomplished in accordance with said subsections of the Wilderness Act.

SEC. 9. No provision of this Act, or of any other Act made applicable thereby, shall be construed to affect, supersede, or modify any authority of the Department of the Army or the Chief of Engineers, with respect to navigation or related matters except as specifically provided in section 6 of this Act.

Gulf Islands National Seashore Advisory Commission, establishment. Membership.

SEC. 10. There is hereby established a Gulf Islands National Seashore Advisory Commission. The Commission shall terminate ten years after the date the seashore is established pursuant to this Act. The Commission shall be composed of three members from each county in which the seashore is located, each appointed for a term of two years by the Secretary as follows:

(1) one member to be appointed from recommendations made by the county commissioners in the respective counties;

(2) one member to be appointed from recommendations made by the Governor of the State from each county; and

(3) one member to be designated by the Secretary from each county.

Provided, That two members shall be appointed to the Advisory Commission in each instance in counties whose population exceeds one hundred thousand.

The Secretary shall designate one member to be Chairman. Any vacancy in the Commission shall be filled in the same manner in which the original appointment was made.

Members of the Commission shall serve without compensation as such. The Secretary is authorized to pay the expenses reasonably incurred by the Commission in carrying out its responsibilities under this Act on vouchers signed by the Chairman.

The Secretary or his designee shall, from time to time, consult with the Commission with respect to the matters relating to the development of the Gulf Islands National Seashore.

Appropriation.

Sec. 11. There are authorized to be appropriated not more than $3,120,000 for the acquisition of lands and interests in lands and not more than $14,779,000 (1970 prices) for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indices applicable to the types of construction involved herein.

Approved January 8, 1971.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 91-1397 (Comm. on Interior and Insular Affairs).
SENATE REPORT No. 91-1514 (Comm. on Interior and Insular Affairs).
CONGRESSIONAL RECORD, Vol. 115 (1970):
Sept. 10, considered and passed House.
Dec. 23, considered and passed Senate, amended.
Dec. 29, House concurred in Senate amendment.

ance with the laws of the State of North Carolina and the United States, to the extent applicable, except that the Secretary may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment. Except in emergencies, any rules and regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the North Carolina Wildlife Resources Commission and the North Carolina Department of Conservation and Development.

(Pub. L. 89-366, § 4, Mar. 10, 1966, 80 Stat. 35.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459g-1, 459g-2, 459g-4, 459g-5, 459g-7 of this title.

§ 459g-4. Administration; public outdoor recreation and enjoyment; utilization of authorities for conservation and development of natural resources

The Secretary shall administer the Cape Lookout National Seashore for the general purposes of public outdoor recreation, including conservation of natural features contributing to public enjoyment. In the administration of the seashore and the administrative site, the Secretary may utilize such statutory authorities relating to areas administered and supervised by the Secretary through the National Park Service and such statutory authorities otherwise available to him for the conservation and management of natural resources as he deems appropriate to carry out the purposes of sections 459g to 459g-7 of this title.

(Pub. L. 89-366, § 5, Mar. 10, 1966, 80 Stat. 35.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459g-1, 459g-2, 459g-5, 459g-7 of this title.

§ 459g-5. Shore erosion control or beach protection measures

The authority of the Chief of Engineers, Department of the Army, to undertake or contribute to shore erosion control or beach protection measures within the Cape Lookout National Seashore shall be exercised in accordance with a plan that is mutually acceptable to the Secretary of the Interior and the Secretary of the Army, and that is consistent with the purposes of sections 459g to 459g-7 of this title.

(Pub. L. 89-366, § 6, Mar. 10, 1966, 80 Stat. 35.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459g-1, 459g-2, 459g-4, 459g-7 of this title.

§ 459g-6. Preservation and designation as wilderness; review of area by Secretary; report to President

On or before January 1, 1978, the Secretary shall review the area within the seashore and shall report to the President, in accordance with section 1132(c) and (d) of this title, his recommendations as to the suitability or nonsuitability of any area within the seashore for preservation as wilderness, and any designation of any such areas as a wilderness shall be accomplished in accordance with section 1132(c) and (d) of this title.

(Pub. L. 89-366, § 7, Mar. 10, 1966, 80 Stat. 35; Pub. L. 93-477, title IV, § 406(4), Oct. 26, 1974, 88 Stat. 1449.)

AMENDMENTS

1974—Pub. L. 93-477 substituted provisions authorizing review of area and report to the President by the Secretary with regard to suitability of area for preservation as wilderness for provisions authorizing appropriations.

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459g-1, 459g-2, 459g-4, 459g-5, 459g-7 of this title.

§ 459g-7. Authorization of appropriations; master plan to Congressional committees; time; contents

There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of sections 459g to 459g-7 of this title, not to exceed $7,903,000 for acquisition of lands and interests therein, of which no more than $1,000,000 may be expended for acquisition of lands owned by Core Banks Club Properties, Incorporated. For development of essential public facilities there are authorized to be appropriated not more than $2,935,000. On or before January 1, 1978, the Secretary shall develop and transmit to the Committees on Interior and Insular Affairs of the United States Congress a final master plan for the full development of the seashore consistent with the preservation objectives of sections 459g to 459g-7 of this title, indicating—

(1) the facilities needed to accommodate the health, safety and recreation needs of the visiting public;

(2) the location and estimated cost of all facilities; and

(3) the projected need for any additional facilities within the seashore.

(Pub. L. 89-366, § 8, as added Pub. L. 93-477, title IV, § 405(5), Oct. 26, 1974, 88 Stat. 1449.)

CHANGE OF NAME

The Committee on Interior and Insular Affairs of the Senate was abolished and replaced by the Committee on Energy and Natural Resources of the Senate, effective Feb. 11, 1977. See Rule XXV of the Standing Rules of the Senate, as amended by Senate Resolution 4 (popularly cited as the "Committee System Reorganization Amendments of 1977"), approved Feb. 4, 1977.

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459g-1, 459g-2, 459g-4, 459g-5 of this title.

§ 459h. Gulf Islands National Seashore; purposes; authorization for establishment; boundaries

In order to preserve for public use and enjoyment certain areas possessing outstanding natural, historic, and recreational values, the Secretary of the Interior (hereinafter referred to as the "Secretary") may establish and administer the Gulf Islands National Seashore (hereinafter referred to as the "seashore"). The seashore shall comprise the following gulf coast islands and mainland areas, together with adja-

cent water areas as generally depicted on the drawing entitled "Proposed Boundary Plan, Proposed Gulf Islands National Seashore," numbered NS-GI-7100J, and dated December 1970:

(1) Ship, Petit Bois, and Horn Islands in Mississippi;

(2) the eastern portion of Perdido Key in Florida;

(3) Santa Rosa Island in Florida;

(4) the Naval Live Oaks Reservation in Florida;

(5) Fort Pickens and the Fort Pickens State Park in Florida; and

(6) a tract of land in the Pensacola Naval Air Station in Florida that includes the Coast Guard Station and Lighthouse, Fort San Carlos, Fort Barrancas, and Fort Redoubt and sufficient surrounding land for proper administration and protection of the historic resources.

(Pub. L. 91-660, § 1, Jan. 8, 1971, 84 Stat. 1967.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-1, 459h-4 to 459h-6, 459h-8, 459h-9 of this title.

§ 459h-1. Acquisition of property

(a) Authority of Secretary; concurrence of State owner; administrative site and related facilities; transfer from Federal agency to administrative jurisdiction of Secretary

Within the boundaries of the seashore, the Secretary may acquire lands, waters, and interests therein by donation, purchase with donated or appropriated funds, or exchange, except that property owned by a State or any political subdivision thereof may be acquired only with the consent of the owner. The Secretary may acquire by any of the above methods not more than four hundred acres of land or interests therein outside of the seashore boundaries on the mainland in the vicinity of Biloxi-Gulfport, Mississippi, for an administrative site and related facilities for access to the seashore. With the concurrence of the agency having custody thereof, any Federal property within the seashore and mainland site may be transferred without consideration to the administrative jurisdiction of the Secretary for the purposes of the seashore.

(b) Improved residential property owner's reservation of right of use and occupancy for residential purposes for life or fixed term of years; election by owner; transfer or assignment of right; adjustment of compensation

With respect to improved residential property acquired for the purposes of sections 459h to 459h-10 of this title, which is beneficially owned by a natural person and which the Secretary of the Interior determines can be continued in that use for a limited period of time without undue interference with the administration, development, or public use of the seashore, the owner thereof may on the date of its acquisition by the Secretary retain a right of use and occupancy of the property for noncommercial residential purposes for a term, as the owner may elect, ending either (1) at the death of the owner or his spouse, whichever occurs later, or (2) not more than twenty-five years from the date of acquisition. Any right so retained may during its existence be transferred or assigned. The Secretary shall pay to the owner the fair market value of the property on the date of such acquisition, less their fair market value on such date of the right retained by the owner.

(c) "Improved residential property" defined

As used in sections 459h to 459h-10 of this title, "improved residential property" means a single-family year-round dwelling, the construction of which began before January 1, 1967, and which serves as the owner's permanent place of abode at the time of its acquisition by the United States, together with not more than three acres of land on which the dwelling and appurtenant buildings are located that the Secretary finds is reasonably necessary for the owner's continued use and occupancy of the dwelling: *Provided*, That the Secretary may exclude from improved residential property any marsh, beach, or waters and adjoining land that the Secretary deems is necessary for public access to such marsh, beach, or waters.

(d) Termination of use and occupancy inconsistent with statutory purposes and upon tender of sum for unexpired right

The Secretary may terminate a right of use and occupancy retained pursuant to this section upon his determination that such use and occupancy is being exercised in a manner not consistent with the purposes of sections 459h to 459h-10 of this title, and upon tender to the holder of the right an amount equal to the fair market value of that portion of the right which remains unexpired on the date of termination.

(Pub. L. 91-660, § 2, Jan. 8, 1971, 84 Stat. 1967; Pub. L. 92-275, § 1(1), Apr. 20, 1972, 86 Stat. 123.)

AMENDMENTS

1972—Subsec. (a). Pub. L. 92-275 increased amount of property authorized to be acquired from one hundred thirty-five to four hundred acres.

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-4 to 459h-6, 459h-8, 459h-9 of this title.

§ 459h-2. Designation by Secretary of hunting and fishing zones; consultation with appropriate State agencies

The Secretary shall permit hunting and fishing on lands and waters within the seashore in accordance with applicable Federal and States laws: *Provided*, That he may designate zones where, and establish periods when, no hunting or fishing will be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment. Except in emergencies, any regulations issued by the Secretary pursuant to this section shall be put into effect only after consultation with the appropriate State agencies responsible for hunting and fishing activities.

(Pub. L. 91-660, § 3, Jan. 8, 1971, 84 Stat. 1968.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-1, 459h-4 to 459h-6, 459h-8, 459h-9 of this title.

§ 459h-3. Rights-of-way or easements for transportation of oil and gas minerals

Any acquisition of lands, waters, or interests therein shall not diminish any existing rights-of-way or easements which are necessary for the transportation of oil and gas minerals through the seashore which oil and gas minerals are removed from outside the boundaries thereof; and, the Secretary, subject to appropriate regulations for the protection of the natural and recreational values for which the seashore is established, shall permit such additional rights-of-way or easements as he deems necessary and proper.

(Pub. L. 91-660, § 4, Jan. 8, 1971, 84 Stat. 1968.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-1, 459h-4 to 459h-6, 459h-8, 459h-9 of this title.

§ 459h-4. Administration of seashore; conservation and management of wildlife and natural resources; authority to designate areas as national historic sites

Except as otherwise provided in sections 459h to 459h-10 of this title, the Secretary shall administer the seashore in accordance with sections 1 and 2 to 4 of this title, as amended and supplemented. In the administration of the seashore the Secretary may utilize such statutory authorities available to him for the conservation and management of wildlife natural resources as he deems appropriate to carry out the purposes of sections 459h to 459h-10 of this title. With respect to Fort Redoubt, Fort San Carlos, Fort Barrancas at Pensacola Naval Air Station, Fort Pickens on Santa Rosa Island, and Fort McRee on Perdido Key, Florida, and Fort Massachusetts on Ship Island, Mississippi, together with such adjacent lands as the Secretary may designate, the Secretary shall administer such lands so as to recognize, preserve, and interpret their national historical significance in accordance with sections 461 to 467 of this title, and he may designate them as national historic sites.

(Pub. L. 91-660, § 5, Jan. 8, 1971, 84 Stat. 1968.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-1, 459h-5, 459h-6, 459h-8, 459h-9 of this title.

§ 459h-5. Beach erosion control and hurricane protection; study and formulation of plans; activities by Chief of Engineers, Department of Army

The Secretary of the Interior and the Secretary of the Army may cooperate in the study and formulation of plans for beach erosion control and hurricane protection of the seashore. Any such protective works or spoil deposit activities undertaken by the Chief of Engineers, Department of the Army, shall be carried out within the seashore in accordance with a plan that is acceptable to the Secretary of the Interior and that is consistent with the purposes of sections 459h to 459h-10 of this title.

(Pub. L. 91-660, § 6, Jan. 8, 1971, 84 Stat. 1969.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-1, 459h-4, 459h-6, 459h-8, 459h-9 of this title.

§ 459h-6. Transfer of Horn Island and Petit Bois National Wildlife Refuges from National Wildlife Refuge System; administration

There are hereby transferred from the National Wildlife Refuge System to the seashore the Horn Island and Petit Bois National Wildlife Refuges to be administered in accordance with the provisions of sections 459h to 459h-10 of this title.

(Pub. L. 91-660, § 7, Jan. 8, 1971, 84 Stat. 1969.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-1, 459h-4, 459h-5, 459h-8, 459h-9 of this title.

§ 459h-7. Preservation of any area as wilderness; study and report to President; procedure for designation of any area as a wilderness

Within four years from January 8, 1971, the Secretary of the Interior shall review the area within the Gulf Islands National Seashore and shall report to the President, in accordance with subsections (c) and (d) of section 1132 of this title, and recommend as to the suitability or nonsuitability of any area within the seashore for preservation as wilderness, and any designation of any such area as a wilderness shall be accomplished in accordance with said subsections.

(Pub. L. 91-660, § 8, Jan. 8, 1971, 84 Stat. 1969.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-1, 459h-4 to 459h-6, 459h-8, 459h-9 of this title.

§ 459h-8. Authority of Department of Army or Chief of Engineers over navigation or related matters

No provision of sections 459h to 459h-10 of this title, or of any other Act made applicable thereby, shall be construed to affect, supersede, or modify any authority of the Department of the Army or the Chief of Engineers, with respect to navigation or related matters except as specifically provided in section 459h-5 of this title.

(Pub. L. 91-660, § 9, Jan. 8, 1971, 84 Stat. 1969.)

SECTION REFERRED TO IN OTHER SECTIONS

This section is referred to in sections 459h-1, 459h-4 to 459h-6, 459h-9 of this title.

§ 459h-9. Gulf Islands National Seashore Advisory Commission; establishment; termination; membership; term; Chairman; compensation and payment of expenses; consultation by Secretary

There is hereby established a Gulf Islands National Seashore Advisory Commission. The Commission shall terminate ten years after the date the seashore is established pursuant to sections 459h to 459h-10 of this title. The Commission shall be composed of three members from each county in which the seashore is lo-